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MARCH JOURNAL OF SOCIAL WORK 1939

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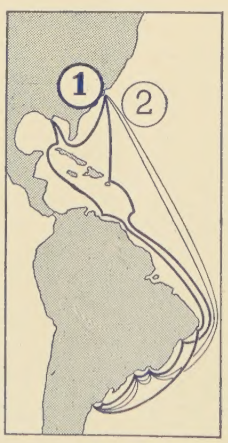

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So They Say

• Nothing takes the place of time in dealing with people.—J. BLAINE GWIN, *American Red Cross, in Social Work Technique.*

• We must train citizens who feel personally more disgraced by harboring ancient prejudices than by driving old cars.—RABBI SIMON GREENBERG, *Philadelphia.*

• We try to be more religious than the average social worker and more social than the average religious worker.—ALVA W. TAYLOR, *director, Save the Children Fund.*

• Watch out for the New York social workers! If one of 'em lives in Westchester County he thinks he's an expert in problems of rural life.—*Warning to Josephine Strode by a rural social worker.*

• War is so thoroughly fixed in men's minds that many preliminary repair jobs to their way of thinking will have to be completed before we have permanent peace.—CARRIE CHAPMAN CATT, *on her eightieth birthday.*

• There is a popular notion that reform is accomplished by the election of a reformer. Nothing could be farther from the truth. Reform begins with the election of a reformer; it does not end there.—PAUL J. KERN, *president, New York City Civil Service Commission.*

• It is true that today civilization may seem to be in the shadow of a jungle-like barbarism. It is significant, however, that living men recognize the "jungle-ism" and feel above it all the pull of distant stars they cannot see.—DEAN W. BALLENTINE HENLEY, *University of Southern California.*

• Every influence that the American people have over the affairs of the world is measured by their sympathy with the aspirations of freemen everywhere.—WOODROW WILSON *in an address to King George V, December 27, 1918.*

• You cannot balance the budget out of the bellies of the unemployed, because if you do neither the budget nor the government will be balanced for long.—WILLIAM HODSON, *commissioner, New York City Department of Welfare.*

• Some people believe that by making a noise they demonstrate that they are progressive or liberal. They get confused between being liberal or just being ill-mannered. The latter is not difficult at all.—MAYOR LA GUARDIA, *New York.*

• I would like to apply for a job as a old age penshuner. I am averaje in size and always keep neet and cleen and the folks around here will tell you I am all rite. Besides that I am old.—*Letter to Indiana Department of Public Welfare.*

• Social action does not necessarily mean joining some new dramatically radical movement or indulging in emotional hysteria or revolutionary evangelism; it means supporting the manifestations of social justice that can be realized, which can be done through the democratic process.—MRS. RALPH P. MERRITT, *Berkeley, Calif., to the National Conference of Social Work.*

• All there is to politics is getting people to see things your way.—GOVERNOR JULIUS HEIL, *Wisconsin.*

• Freedom of speech is freedom not of the mouth but of the mind which the mouth serves—ALEXANDER MEIKLEJOHN, *San Francisco.*

• Prejudice is a sin which all denounce, but of which few repent . . . because the possessor seldom admits that he has it.—The REV. RALPH W. SOCKMAN, *New York.*

• Soft and easy-going Christians are in an evil case. We cannot fight ideas with sentiment; we cannot overcome well-argued doctrines with kindly feelings.—The REV. HARRY EMERSON FOSDICK, *New York.*

• No man or group of men is wise enough to be his brother's keeper; but every man should become good enough to become his brother's keeper.—J. M. M. GRAY, *chancellor, The American University, Washington, D. C.*

• Many of our young people have no private employment history. They have gone on the escalator from school to the CCC, to Matrimony, to WPA.—Mrs. V. M. PARMALEE, *Utah State Department of Public Welfare, to American Public Welfare Association.*

• The Modern Language Association . . . is almost unique in that it does not aim to do anything to anybody. Its only object is the accumulation of useless knowledge, and of useless knowledge at least one thing may be said—it never did anyone any harm.—JOSEPH WOOD KRUTCH, *Columbia University, to the Modern Language Association.*

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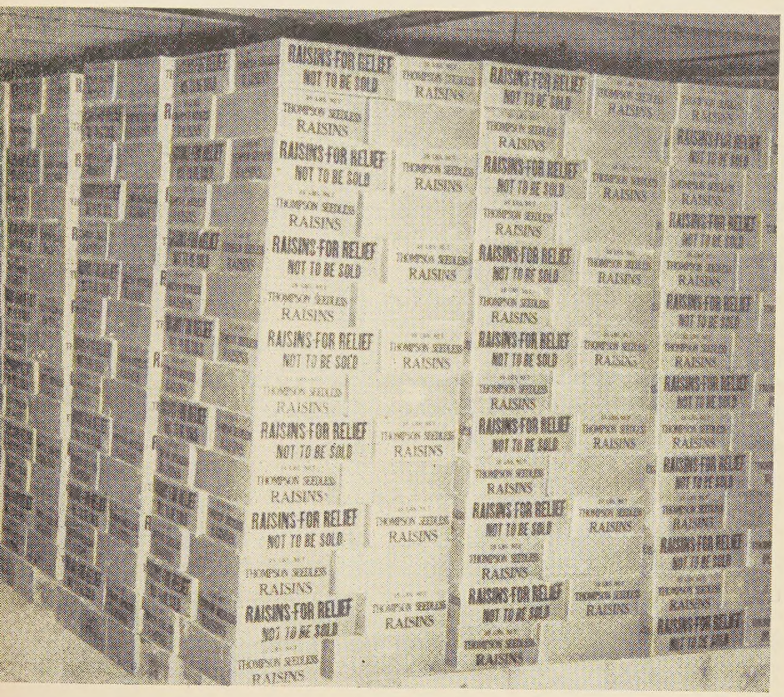

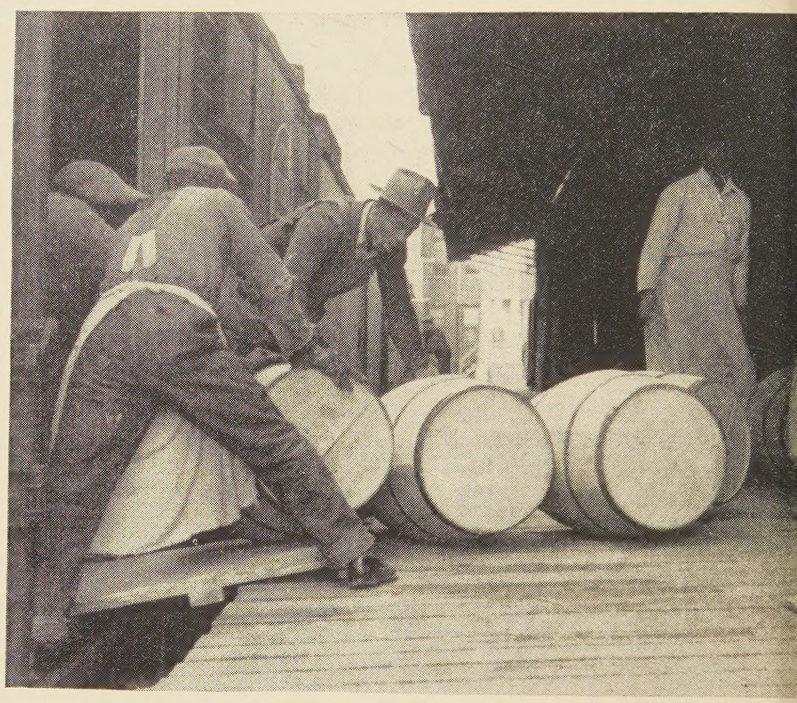

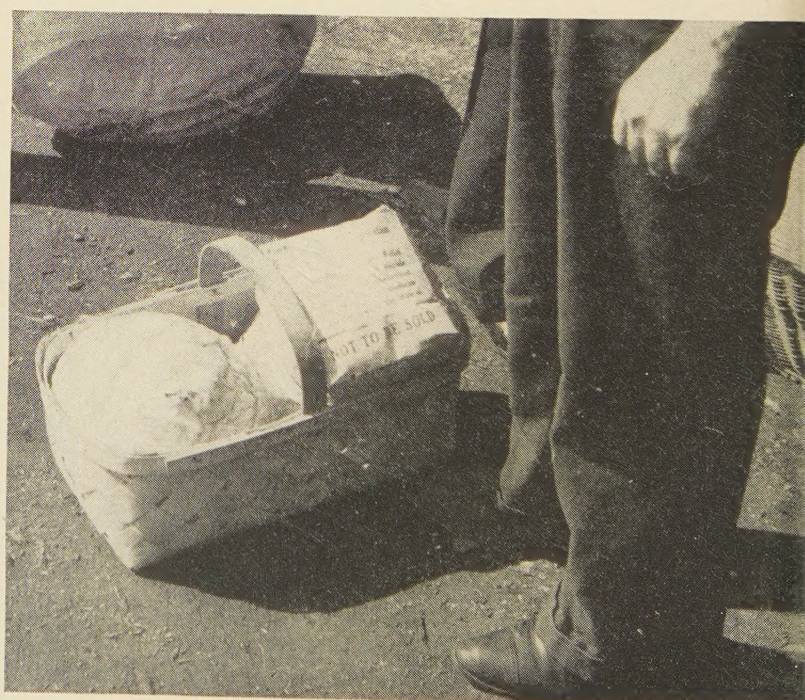

Photographs FSCC and FSA

CABBAGES AND (SURPLUS) THINGS

Reading across from top to bottom: Too many cabbages, raisins and an oversupply of dry milk being taken off the market by the FSCC and turned over to the public welfare agencies; and the beneficiaries — the farmer, *left*, and the hungry on the relief rolls

SURVEY MIDMONTHLY

MARCH 1939

VOL. LXXV NO. 3

The Federal Bread Line

By GERTRUDE SPRINGER

IT isn't federal relief, because the federal government quit that deplorable business some four years ago. Yet many millions of federal dollars are right now paying for food which is passed over a counter or out the tail of a truck to millions of people on relief who line up periodically, in every community from Maine to California, for hand-outs of a pound of this and a bag of that. But it isn't relief. No, primarily it is a method "for the removal of surplus agricultural products from the normal channels of trade and commerce."

This definition seems clear enough at the purchasing end of the huge operations of the Federal Surplus Commodity Corporation. But at the distributing end, where welfare officials, social workers and clients stand, it looks like plain old-fashioned relief combining the worst features of the commissary, the grocery basket and the bread line.

Only top flight economists can evaluate the economic efficacy of the operations of the FSCC, set up in August 1935, by Congress through an amendment to the Agricultural Adjustment Act. Only they can estimate its working in the large program for stabilizing agricultural supplies and prices. Few welfare workers venture opinion on that point but they can and do express judgment on the policy and the method by which the corporation aims to achieve its second purpose, "to help hungry people on relief rolls."

It should be recalled that "helping the hungry" was not a part of the original program for taking surplus agricultural products off the market. It was an afterthought, arrived at in response to public clamor against the anachronism of burying pigs and dumping trainloads of fruit and vegetables into the sea while at the same time appropriating bodies were at their wits' end to find funds for relief. It was only common sense to bring the surplus food and "the hungry" together. And this the FSCC was set up to do.

Like so many other things in our curious hybrid relief structure, the surplus business happened almost overnight. With practically no advance warning carloads of stuff, often perishable, were set down at the doors of startled welfare officials with instructions to "move it out fast." Equally startled were the clients, hastily summoned to "come and get it."

Most of the sins charged to the FSCC, as well as the best stories, date from the beginnings of the program when no one from Washington to Podunk seemed to know what he was doing or why or how. Men still shiver when they tell you the way oranges and grapefruit were shipped; still grow pale when they recall carloads of cabbage reduced literally to jelly by heat and bad icing. "When we opened a car door people a block away stopped in their tracks." But most of this is past history. The corporation heeded the anguished protest of welfare officials and now there seems to be little valid criticism of shipping arrangements up to the point of distribution, that is to say up to the point where the surplus product becomes a relief commodity. It is at that point, argues the FSCC, that the corporation's responsibility ends and that of the welfare officials begins.

It is not possible to draw a single composite picture of just what is going on in the many thousand places over the country where "hungry people," certified as such by local welfare agencies, gather for their periodic dole of "what have they got today." Methods vary widely as do the attitudes of the welfare workers and the recipients. In one community the distribution of surplus commodities may be the most inconspicuous form of relief with the public scarcely aware of it; in another it all but parades itself to the popular tune of "nobody's starving."

IT is easy to get figures. The annual report of the FSCC bristles with them, showing how many pounds of potatoes and prunes and what-not went to each state, the estimated retail value thereof (some $62 million), and the percentage of the eligible case load served. The report accounts for cash receipts of $52,045,753 during the fiscal year ending June 30, 1938, with administrative expenses of $1,018,479. Every state, every city will supply figures ad lib. Take Pennsylvania for example. The "poundage" distributed in 1938 was more than double that distributed in 1937, the retail value approximately $3,600,000 against $1,160,000. In December each of 136,858 families on the rolls of the Department of Public Assistance, more than 90 percent of the case load, received food stuff to the value of $4.77.

And take Texas. Here during 1938 an average of 55,050 families received each month food and clothing worth $14.65, the latter manufactured in WPA sewing projects. In that year the Texas Relief Commission distributed commodities worth $9,676,736, while the FSCC bought in the state surplus products to the amount of $24,521,397.

Then, for the sake of the record, take New York City.

There during four years ending June 30, 1938, food stuffs worth $23,266,331 were distributed. In December 1938 the value of the food distributed to about 155,600 cases was estimated at $501,662. How these figures bulk in the whole relief program of the city may be judged from the fact that in that same month the Department of Welfare expended $7,079,564 for direct relief for a case load of 167,063; the WPA, $15,142,506 as wages to 171,357 persons; the private relief agencies of the city, a total of $162,934 for relief to 10,336 cases.

But figures, as usual, are not the whole story. Behind them are legions of "the hungry," unaware of the fine distinction between surplus commodities and grocery orders, and hosts of harried welfare workers torn by conflict between their principles of sound relief policy and the indubitable fact that by means of this mongrel offspring of agricultural economics many thousand people are having more to eat than they otherwise would have.

To get at the story behind the figures *Survey Midmonthly's* own staff engaged in modest go-and-see tours to the results of which were added, for the purposes of this article, off-the-record comment and observations of some forty welfare officials and social workers up and down the country who are "in the know" and in whose judgment *Survey Midmonthly* has full confidence. For their generous and prompt cooperation in this as in other undertakings the editors herewith record their appreciation.

First off let it be said that no welfare worker close in to the administration of this back door federal relief really likes it. It runs contrary to the principles of modern social work, and, the administrators believe, has set back by no one knows how long the development of a sense of community responsibility and the slow process of establishing sound relief practices based on the personality and the particular need of the individual. Many of them find some comfort in the fact that the clients are learning to use and like certain food stuffs, nutritionally important, with which they never before had even a bowing acquaintance. Some few find the whole thing easier to swallow if they tell themselves that it "isn't really relief but an incident of the agricultural program." But none of them like it, and with few exceptions they are of the opinion that a much better job of "relieving" could be done if Uncle Sam would turn over to each state the cash represented by its quota of commodities.

BUT here reality lifts its ugly head in the form of a vast amount of complicated bookkeeping. There is, for example, the gap between what the FSCC pays for surpluses and the "estimated retail value" at the point of distribution. There is too the cost of distribution, now split up between the communities, the FSCC, and the WPA which mans most of the warehouses and food depots. No one knows how all this would work out in dollars and cents, but it is clear that if costs of distribution were subtracted from actual cost of purchase and the remaining "values" allotted in cash to the states, the states and more especially the counties would find themselves with much less cash than the "estimated retail value" of the food they now are getting, and the "people in need" with a lot less to eat than they now more or less enjoy.

In all its public pronouncements the FSCC states firmly that "commodities are distributed to relief families in addition to the aid which they may be receiving and thus are not considered as part, or in substitution, of this other assistance." But only a very few places claim to observe the full spirit of this principle. An official in a big eastern city proudly says, "If commodities were cut off tomorrow our clients would hardly miss them." Many more officials say in effect: "Sure, we stick to the principle, but take a look at the size of our budgets to which commodities are 'in addition,' and don't make me laugh." A rich and populous midwestern city with a direct relief program running into millions cut its relief budgets 15 percent and the popular answer to protests was, "But look at all that federal food they're getting." In fact there is abundant evidence that only the exceptional community, no matter what it may say officially, does not lean heavily on surplus commodities in figuring its relief budgets.

IN communities with slight if any relief resources—and that means a lot of communities all over the country—the principle of "in addition" goes out the window. Of course no one admits appropriations have been reduced because of the availability of commodities; they just have been reduced or they don't exist—and that's that. "Commodities in addition? Sure! In addition to nothing!!"

Welfare workers are of several minds on the question of whether or not local relief funds would be more adequate if it were not for the alibi that the commodities offer to the public conscience. Many of the workers hold that without the salve of the food stuffs there would be more pressure for local funds. But they admit that, on the principle that you can't get blood out of a turnip, there is no assurance that the pressure would bring them out. "In the long run," they say, it might; but, they add, there isn't any "long run" for destitute people.

Few if any communities, no matter what their principles or resources, have stood out against the acceptance of commodities. Some few tried for a time but soon yielded to a variety of pressures, not all of them tangible. Pressure, for example, from business interests: "If you welfare people won't cooperate in distributing how can we expect the FSCC to buy our apples?"—or potatoes or grapes or oranges. Pressure from Mr. and Mrs. Taxpayer: "Why should we tax ourselves to feed these people when there's all this free federal food going around?" Pressure from the clients: "My cousin in the next county got a lotta condensed milk and rice from the guv'ment. When'll I get mine?" Yes, and pressure from the welfare workers themselves, worn down by reiterated refusals of aid to obviously destitute people: "At least it would be *something* for them, if only a pacifier."

Many places still are withstanding heavy pressure to issue commodities to people in the three public assistance categories—the aged, the blind, and dependent children. They hold that the whole principle of the social security services is jeopardized by irregular grocery supplementation, that proper budgeting is impossible and that in the long run the food stuffs furnish an excuse for cutting down cash allowances. But here again local resources become a matter of cold reality: "It's all very well to hold out commodities when the allowances run up to $20 or $30, but with our old folks getting only $7 or $8 a month it would be plain silly to refuse them the groceries. No, we have to take all we can get. Our people need food and a worker who opposed taking it for them would be out on a limb, if not on his ear."

As the surplus commodity distribution stands now the chief quarrel of the welfare workers is with the unpredictableness of the supplies. "We never know what we'll get or when, until a wire comes that it'll be here the next day."

They grant that given the major function of the FSCC, surpluses must be taken off the market when and as they occur, but as people who believe that relief should be more than a bag of beans this week and a sack of potatoes next, they do more than perspire over the planlessness that the whole business imposes on their programs. In large cities the matter of storage is relatively simple; and distribution, given a plethora of WPA labor, is pretty well systematized. But even in the best organized places a "citrus program" involving twenty-five carloads in a week—though no one knows what week—presents obvious difficulties.

In small towns and rural counties it is something else again. Take a rural county where the only storage available is the "poor officer's" barn, where there isn't an insulated truck within fifty miles and where the clients are scattered over several hundred square miles of countryside. Then imagine, if you can, the nightmarish problem presented by the unexpected arrival of a carload of oranges in a week when the temperature is running 20° below; or of a thousand pounds of frozen fish and a like amount of butter arriving when the thermometer stands at 95° in the shade. And don't think you would leave the stuff in the railroad's refrigerated cars. Demurrage charges are nothing to fool with.

When it comes to getting the food stuffs out to the clients, every community seems to be a law unto itself. In some large cities the welfare department distributes entirely through its own depots; others use chain stores or local grocers; still others use both. New York, for example, has fifty-six distributing centers operated by the Department of Welfare and 193 retail store outlets.

For the most part the cities make a sincere effort to effect the distribution as decently and inconspicuously as possible. This particular observer, in a swing around a number of centers, did not see a single placard or other indication of the purpose for which people were gathered. Lines reaching out into the street sometimes are inevitable; but by staggering the load and by efficient methods of packaging, order stamping, and so on, they usually are avoided.

ON the other hand many cities seem to make no great effort to avoid them, and all too often a daily sight is a long queue of dreary women with baby carriages, old men with sacks, boys with little wagons, awaiting their turn to get into the building placarded "Food Orders Filled Here. Keep in Line."

Whatever the difficulties of distribution and the sins of omission and commission in the cities, they are multiplied in the rural districts. In many places clients must tramp, or ride a mule or negotiate a decrepit car for long miles to the distributing center only to find, as often as not, that "the truck ain't got here yet." Sometimes the center is just a crossroads where the clients have been notified to assemble —come rain or wind or summer sun. The truck rolls up, usually late, the driver hollers the names, checks his list, tosses out the bundles and tries to make up time to his next stop. In the cities the client usually can refuse, without onus, any commodity offered him which he does not like or cannot use. That is not the practice in the "backward districts." There the client takes what is handed to him and if he is smart he won't talk back to his betters. But when the truck has rolled on and the bundles are explored: "Laws! More o' them white beans! If they'd jes' give us a little fat-back to go with 'em." "What's this here black stuff? Graham flour? What do you do with that?" "Raisins an' sour-water (grape fruit juice)! If the guv'ment kin buy that stuff for me why kain't it buy me a pair o' shoes." "Looky here! Huh, celery. Hi, Miz Jones, want a pretty bouquet?"

DISTRIBUTION through local stores in country districts is often complicated by the grocer's urge to do a little case work on his own account. Grocers have been known to hold out commodities for "folks that need 'em more than these the welfare sends." Others have refused to fill orders presented by "a feller that everybody knows is a bum." One refused flatly to fill an order until the client paid up his back grocery bill.

The variety of food distributed has improved greatly since the hectic days of the "meat program." It still is far from offering the possibility of balanced nutrition. The workers know that it isn't supposed to; but the client, not grasping the economic significance of surplus commodities, says, "We jes' can't rightly live on grapes an' cabbage."

So far as the quality of the food stuffs is concerned there is no reasonable complaint; it seems to be uniformly excellent except when it has "perished" in transit. And when all is said and done—and the welfare workers are the first to admit it—the clients are getting certain foods that would never in the world be "allowed" in a relief budget or a grocery order. What is more they are learning to like them and even to buy them when they have a little money to spend. It seems just barely possible that new dietary habits are being born.

Every welfare worker has a pet story about the use of foods to which the client was unaccustomed: the woman who cooked the outside leaves of the cauliflower and threw away the flower; the one who boiled the grape fruit for three hours "and it's still tough." Dried milk was a sticker at first—"We can't eat the bread made out of that funny flour"—but gradually it has become generally used and acceptable. Graham flour was another sticker, but it too has won its way and is no longer sniffed at as "fitten for pigs." Of all the commodities distributed condensed milk, butter and eggs are, understandably enough, the favorites.

Undoubtedly there was excessive waste in the early phases of the surplus commodity operation, waste in the freight cars and warehouses and waste in the kitchens of the "customers." The first of these has been pretty well corrected by the FSCC by means of better packing and shipping; the second by the valiant personal efforts of home economists, public health nurses and welfare workers to teach the clients how to cook and use the materials. Printed instructions and recipes help somewhat, but most of the clients have to see the dish prepared and actually taste it before they are "sold" on anything as strange as dried milk.

Of course clothing, even last summer's $15,700,000 buy of winter garments by WPA, is not technically speaking a surplus commodity—or is it?—but at the point of distribution the technicality is lost.

Welfare workers have mixed feelings about the distribution of winter clothing. They agree that in many instances the garments did a lot of good. Men discouraged with their shabbiness chirked up and went out and found themselves jobs; Gramp Smith went to church in the first whole new suit he'd had since he was married; old Miz Pettigrew wept for joy because she now had a decent dress to be buried in; the tough Simpson kid was almost mannerly after he got his new pants and mackinaw.

The other side of the story is that there wasn't enough

clothing to go around and under pressure from higher-up to get it out fast, there was not time to exercise much discrimination in the distribution. To be sure, where everybody needed everything you couldn't go far wrong. Yet it was not easy for the townsfolk to understand why "that drunken old loafer" got a suit "worth $45 if it's worth a nickle," and "that nice man with tuberculosis and seven children" got nothing. Pretty confused, too, was the southern Negro who batted his eyes when offered a heavy overcoat with a velvet collar and said, "Please, ma'am, I'll take work pants." So he got nothing.

THE clothing distribution made scarcely a ripple in the cities, but in small towns it stirred up a tempest of hot feelings and gossip. Men who were hanging on to independence by the skin of their teeth and hadn't had a new overcoat since the depression were not pleased when "reliefers" walked out in new garments of good quality. Even $75-a-month welfare workers were heard to mutter behind their teeth as they passed out "suits worth $35" and reflected on their own threadbare best. Naturally everyone has a story, "positively true," of "brazen pawning," or selling or swapping, but welfare workers do not take such stories too hard: "Suppose Bill Jones did pawn the overcoat? Isn't that a good old American practice, and maybe it was too small for him anyway. I happen to know that he needed shoes a lot more than an overcoat, and I hope he got 'em."

Some of the welfare workers are seriously disturbed over what they fear is the probability that surplus commodities will become a permanent part of the American relief system. They believe that the commodities have tended to weaken the community conscience, making it easy to write off the whole relief problem with "at least they're not starving," and that on account of the variety of pressures behind it the program will be the most difficult phase of "emergency" relief to liquidate. They object to the helpless relief population being made a human dump for other peoples' mistakes and they would, if they could, wipe out the whole business and let nature take its course, trusting that when the "pacifier" was withdrawn the people on relief would rise up and force the communities to take action.

Other workers argue on the old theory that if you can't beat a thing you'd better join it. They say that with all its weaknesses the commodity business holds many possibilities for the nutritional education of the people. Why not concentrate on this, they ask, and on making the distribution everywhere as good as it is in a few places? Why not make an asset of the commodity business instead of a liability?

When all the observation and comment are shaken down, the plus of surplus commodities as relief seems to be this: that they provide large quantities of useful food stuffs for people who at best have an inadequate diet and at worst no diet worth mentioning. On the minus side is the use of commodities as a smoke screen for community inaction; the impossibility of any orderly planning of a relief program in which the unpredictable commodities have a part; the further impairment of the morale of long suffering clients by this reversion to the socially damaging form of relief represented by rationalized bread lines and commissaries.

Realists among the welfare workers grant that they themselves are not wholly without sin in the weaknesses of the distribution. They dislike the whole business; and resent the imposition from higher-ups of "still another federal program unrelated to the others, with its own point of view, its own special procedures and paper work." Feeling thus they have not, they admit, been as zealous as might be in trying to correct the "haywire aspects of distribution." It has been demonstrated that orderly and inconspicuous distribution is possible even in backward rural areas, and more than one worker in such places is candid enough to say that the time has come "to quit fuming and to roll up our sleeves and make a good job of it."

The trouble with any discussion of commodities as relief is that someone reminds you quickly that they really are not relief; and that if every community in the country put its back up tomorrow and refused to take the stuff, the problem of the disposition of the vast wholesale purchases of surplus foods would still remain: "You certainly wouldn't bury the pigs again, would you?" From one who has traveled over the country and seen the relief end of the operation at its best and at its worst, comes an answer: "Why could not these surpluses be used with greater economy and efficiency by the CCC camps, the army and the navy where supplies are purchased in bulk and food prepared in great quantities? Nutritional elements lacking in the surplus stuffs easily could be added to effect a balanced diet. Large amounts now expended on shipping, handling and packaging for relief purposes would be saved. With these amounts added to the value of the supplies furnished to the CCC and the army and navy, and of course deducted from their budgets, a good fat sum would be available for relief without anyone being the poorer. Now why not?"

AFTER this article was in type word came out of Washington of a contemplated reorganization of the system of handling surplus commodities to provide, according to the *New York Times'* special correspondent, "more extensive distribution to the needy and at the same time enlist private business in the effort on a profit-motive basis." While details of the new plan still are indefinite "it is expected to be put in force on an experimental basis within thirty days."

Says the *Times* correspondent:

"Established commercial trade channels of food distribution, wholesalers and retail markets, stores and food chains, would be increasingly employed, not only for the purchase of relief supplies but also for their distribution to the needy. The FSCC would be diverted more and more to handling acute emergencies.

"The actual buying and selling operations would be carried out in part by use of 'scrip' currency or stamp money.

"Part of the funds now used by the FSCC would be used to an increasing degree each year, to buy food tickets or scrip.

"The tickets would be distributed in the first instance through the WPA and certified welfare agencies to relief clients. They would be exchanged at regular retail grocery stores for specified surplus agricultural commodities of definite nutritive value. Later the tickets would be redeemed in more goods or in cash by the FSCC.

"Representatives of food groups, with whom the plan has been discussed, have suggested the issuance of two kinds of tickets. One of these, 'blue' for example, might be used as described above. The other, 'green,' might be used as part payment of wages to work relief clients. The latter tickets would be redeemable at stores in surplus farm products, but at a slightly higher rate of purchasing power or with a wider range of selection of goods."

Medicine Follows the Crops

By ROSAMOND C. TIMMONS

Medical Social Worker, Agricultural Workers' Health and Medical Association

and CLARENCE J. GLACKEN

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IT took the severe floods of 1937 and 1938 to arouse Californians to the tragedy of the many Dust Bowl and migrant families who had been coming into the state since 1934. The federal transient program ended in 1935. The State Relief Administration had consistently refused to aid any of these newcomers except those who would agree to return to their native states. The migrants reply was: "Why go back? We have no home." When the situation reached disaster proportions, with local aid sporadic and utterly inadequate, the Farm Security Administration (formerly the Resettlement Administration) set up an emergency relief program to make grants in cash and commodities to hard-pressed migrant families.

In starvation conditions, the immediate aim was to supply food, but equally fundamental was an attack on health problems. This was not a new responsibility for the FSA, which has encountered in many sections of the country acute health needs among hard pressed farm families, farm tenants, sharecroppers, farm laborers, drought refugees to whom the ordinary avenues of medical care are closed either because of lack of relief funds or legal restrictions. Through the cooperation of state medical associations, the FSA has developed plans under which more than 78,000 low income farm families of twenty states are being helped to obtain medical care at a cost which they can afford. County plans for medical care are now in operation in fifty-nine of Arkansas's seventy-three counties, and in from two to thirteen counties in Missouri, Mississippi, Texas, Alabama, Georgia, Ohio, Tennessee, Indiana, Oklahoma and Iowa. Among the most ambitious programs are those in North and South Dakota, where repeated droughts have created unusual need. In these two states, state-wide programs were launched November 1, 1938, for all families receiving help or who have received help in the past from the FSA. About 40,000 farm families, or half the farming population of the state, are eligible in South Dakota; in North Dakota, about 37,000 families. While these states deal primarily with the problems of their own people, the program in California is concerned both with present and with anticipated new residents. There was little, if any, experience to draw on in framing a plan to provide housing and medical care for those who in a season might travel fifteen hundred or two thousand miles on the state highways looking for employment. This effort to give medical care to the needy, adapting the program to the working conditions and to the special problems of the migrants, seems worth examining in some detail, not only its record of accomplishments to date, but also its suggestions for other communities confronting the problem of health needs among migrant workers.

The plan was started March 3, 1938, using existing facilities of the State Department of Public Health and a panel of private physicians obtained through the California Medical Association. A non-profit corporation, the Agricultural Workers' Health and Medical Association, was created under California state laws. The eligible family becomes a *member,* not a client or a patient of the association; thus reintroducing the migrant to the cooperative activities of daily life, to which he had been made a stranger by his roaming from crop to crop, or from coast to coast, or from the desert to the Sierras.

THIS set-up is the one usually employed in FSA's medical care programs since it facilitates the handling of funds, and forestalls possible complaints of undue delay in receiving payment of the usual government vouchers. Under this plan, the association receives and disburses FSA funds, and its checks are immediately payable. The association's board of directors includes four members selected by the Regional Administration of the FSA, one by the California State Department of Public Health, one by the California State Medical Society, one from the State Relief Administration. The membership at any one time is limited to 50,000 families and the association is empowered not only to receive grants and loans from the FSA, but services, goods, or money from any other governmental or private source. The board employed a manager and an executive officer, and established headquarters in Fresno, the largest city in the San Joaquin Valley, an area of high concentration of migratory workers. The association undertook to render all kinds of medical service, including not only general diagnosis and treatment but also supplying staple and prescription drugs, special diets, hospitalization when required, X-rays, laboratory service, and emergency dental work—a rounded program of medical care.

To meet the special problem of the fluidity of the migrant population, a series of district administrative offices was set up. These district offices literally follow the crops. The need in some places is for a short period only; a town at the height of harvest may have 3000 transients one week, a bare dozen the next. When this peak passes, the office moves, fifty or more miles to a new scene, only to move again when another fruit or vegetable harvest calls the workers still farther on.

Each office has a medical social worker who cooperates with the State Department of Public Health in locating families in need of medical assistance, a procedure similar to the program of public health nursing in the eradication of venereal or communicable disease. But the FSA program goes beyond the control of specific diseases and represents a direct attack on the fundamental health problems of a group definitely conditioned by its occupation and its lack of residence and resources. It is the medical social worker's direct responsibility to make the necessary contacts with the workers—in the ditch-bank camps, along the rivers, on the ranches, in the orchards, in the cheap public camp grounds, in the auto and trailer camps not only on the main highways but in the nuclei of migrants that collect about known working areas on country byroads.

Of course, records have to be maintained and eligibility established, but the formalities have been kept to a minimum. A new member may be referred to the association by the medical social worker, by the local relief agencies, the public health department, local doctors, or other interested lay or professional persons. He may apply at the local office; but if for any reason this is not practicable, an appointment is made for an interview with the social worker at his place of settlement.

In an emergency, a quick application is made in the home or in a hospital. Later, a qualifying interview determines eligibility or results in referral to the proper agency. A field investigation is made after clearance with local agencies. Residence is verified only where the statements in the interview are contradictory, inadequate, or questionable. In practice, it is easy to obtain facts of residence and circumstances are often sufficient verification. The histories of these people are written on their faces, and the best "documentary proofs" are usually their belongings, their car licenses, their clothing, their speech, their revealing mannerisms.

WHEN medical aid is determined upon, the member has a free choice of the doctor to treat him. If he does not know a doctor, he is referred to the next physician on the panel. The doctor makes his diagnosis and recommendations; then the social worker authorizes treatment, up to a limit of ten visits, or a period of two weeks. If this is insufficient, a continuing authorization may be made for an equal period. The purpose of this two-week limit of care is to know at all times the exact amount of the financial commitments made by the association. The same procedure, with slight modifications, is used for hospitalization and dental care. Medical supplies on prescription can be authorized by the doctor. Cases requiring special diets are referred by the Health Department, and a doctor need not be consulted. For his medical care, the member agrees to repay the association if and when he is able, just as a farmer promises to repay his FSA loan for farm rehabilitation.

The first district office opened in Fresno in the latter part of April 1938. By August 15, 1938, ten different offices were established, extending south to the Imperial Valley, and north to the hop fields of Sonoma County. As of this date, approximately five thousand patients had received medical and dental treatment, and four hundred had been hospitalized for major and minor operations, confinements, and acute non-communicable illnesses. This care represents an expenditure of about $180,000. The fee schedules used are similar to those of the State Industrial Accident Commission and, in most respects, are considered quite fair by physicians and dentists. At first the medical social workers in certain localities encountered some defensiveness and suspicion, but gradually these have disappeared as knowledge and understanding of the association and its program have been built up among the workers and their families.

But figures of patients treated and sums expended tell only a part—the least important part—of the story of the FSA medical program for California's migrant workers. Much more revealing are the actual experiences of some of the association members.

A man and his wife, both twenty-four, left Shamrock, Tex., in March 1938. He sought a job in California; she was seeking health—she had arthritis, resulting from influenza two years previously. One knee was completely stiff. The man got work with small wages as a ranch hand. Through the association, the wife was hospitalized under the care of an orthopedic specialist. With manipulation and minor surgery, the complete use of the knee will be restored; without this treatment she could look forward only to being a cripple for life.

In February 1938, a couple with their two children left Pampa, Tex.; the man, thirty-two, was becoming deaf; his wife, thirty, had pterygium on both eyes, with growth increasing. Today the man's hearing is gradually being restored; the growth on his wife's eyes has been removed, and she is saved from total blindness.

More than a year ago, a family of cotton sharecroppers emigrated from Okmulgee, Okla. The combined earnings of the seven wage earners in the group averaged about $50 a month. Before leaving Okmulgee, a fifteen-year-old daughter had been taken sick, her illness diagnosed as metastatic sarcoma affecting lungs and liver. As soon as she was brought to the association office, this child was hospitalized. Her condition was hopeless, but from July 20 to August 1, the association paid for her bed in the hospital, for special nurses and an oxygen tent, so that her last days were not spent in the agony to which her condition otherwise doomed her.

In January 1938, a family of seven came from Bristow, Okla., cotton sharecroppers who, on arriving in California, secured jobs "in the fruit." The father and the oldest son, combining their earnings, made about $480 a year. The twenty-one-year-old daughter had post-poliomyelitis paralysis of both legs and spastic paralysis of the right arm. Minor surgery by an orthopedic specialist and an up-to-date brace give promise of early and marked improvement in her health and outlook.

The association has received a great many confinement cases. Very few of these women have had pre-natal care in previous pregnancies.

A large number of cases, diagnosed as malnutrition, are being given special diets. In some instances the condition of a child has been found so serious, due to undernourishment, as to require a period of hospitalization. The children show great improvement under proper care, but only close supervision can prevent relapses under bad home conditions—unsanitary housing and poor feeding sometimes due to an innate lack of cleanliness and interest, but more often the result of extreme poverty, with its discouragements as well as its deprivations.

The cooperating doctors, some at first indifferent or suspicious, have grown to admire the courage and the kindliness of the majority of these patients.

SOCIAL agencies, clubs, and private citizens show an increasing interest in these dispossessed Americans who live from harvest to harvest and travel from camp to camp, ranch to ranch, in their old Texas, Oklahoma, Arkansas cars. In some cases, local citizens have made it possible for these people to settle permanently in a community by securing tenancy for them on ranches. The status of the migrants as a group is improving, and many are becoming absorbed in communities whose crops they help to harvest and transport to market. There is no doubt that the work of the association has done much to encourage this absorption, especially in breaking down local prejudices. But only a beginning has been made. It is a new type of pioneering in the West, made possible only by widespread recognition throughout the country of the fact that the frontiers which remain to be conquered are social and economic.

Indiana's Volunteers

By L. B. SHACKELFORD

Indiana State Department of Public Welfare

"A PUBLIC agency use volunteers? Um—m, wel-l-l, er-r-r." Back and forth has gone the discussion in many a social work conference with the usual conclusion, "Well, it's all right if. . . ."

The Indiana State Department of Public Welfare begs leave to report an experiment with volunteers, the result of which is without qualifying "ifs" and "buts."

In the fall of 1937, the department's division of services for crippled children realized the necessity for a new census of crippled children. An earlier enumeration, taken through the public schools in 1936, was inadequate because it included only crippled children of school age who actually were attending school. Children too gravely afflicted to be in school had not been counted, nor had two groups which the division wished to consider: children below school age and those between sixteen and twenty-one. The need for a new census was apparent; the only question was how it could be taken.

Public welfare workers could not be made available for the task; staffs of the state and county welfare departments already had their hands over-full. Private welfare agencies lacked sufficient personnel or were too restricted to urban counties to undertake it. The work, it seemed fairly obvious, must be done by volunteers.

There were other reasons for electing to use volunteer workers. The transfer of responsibility for large areas of social service from old agencies to the newly created departments of public welfare had left many volunteers at loose ends. Some of them had been reluctant to surrender administrative and case work duties; others had been eager to shift the whole burden to the public agency, including even cases outside the agency's established categories. The first group needed to be convinced that there was still work for volunteers in a defined province; the latter to be convinced of the necessity for public-volunteer cooperation. The crippled children's program, because of the widespread sympathy it commanded, seemed made to order for both groups.

There was still another reason for the use of volunteers. State and county welfare departments had been looking forward to the time when permanent child welfare committees could be organized in the various counties. The census-taking would serve as a means of discovering volunteers both interested and industrious, as future committee material. And, finally, it was believed that a census taken by volunteers would be most likely to secure the full cooperation of county medical and nursing associations, upon whose understanding and support the success of the program depended.

At a meeting of the general advisory committee for crippled children in the summer of 1937, state chairmen of the committees on underprivileged children of the Rotary, Kiwanis and Lions clubs volunteered the assistance of their organizations. These chairmen divided the counties of the state into territories and began to make contact with the presidents of their local clubs. The response, in most instances, was encouraging, but before long it was discovered that additional groups must be enlisted in places where the service clubs did not have sufficiently active organizations.

The task of supervising the census was delegated by the division of services for crippled children to a welfare extension agent, who worked part time with the assistance of an office stenographer. With the aid of a newly compiled index of private and volunteer welfare agencies in the state, they established contacts in the ninety-two counties of the state. In addition to the three service clubs, groups and individuals who eventually sponsored the census in the various counties included: medical societies, public health nursing units, parent-teacher associations, educators, women's clubs, benevolent sororities, clergymen, civic and patriotic organizations, commercial clubs and community councils. In each county, physicians, nurses and county welfare directors were asked to act in a supervisory capacity and to advise on verification of diagnosis or any other problem puzzling to a layman.

THE state division of services for crippled children supplied local committees with non-technical definitions of crippling defects, detailed suggestions for procedure in case finding and a supply of printed enumeration cards. Committees which requested local interpretation were furnished speakers from the state agency to explain the complete plan of services to the community. In this way, most of the county committees were ready to start actual work by the beginning of 1938. They worked through the schools with additional case finding done by medical associations, nursing services, church organizations, tax assessors, letter carriers, meter readers for public utilities, and any one else who came in contact with a large number of families. Newspaper and radio announcements also were used. In only a few counties was a house-to-house canvas made.

It is still too early to evaluate the work done by all the committees. In some counties the census was late in starting; in others, with a large urban population, the time originally allotted for it had to be extended. However, returns from two thirds of the counties indicate an average increase of 94 percent over the number of crippled children found in the previous census taken through the schools, and it seems probable that when all reports are completed the number of known cases in Indiana may be double the 1936 figure.

In all counties where local committees were guided by the professional services of physicians, nurses and welfare departments, the work was done thoroughly. In a few counties, reports were incomplete as to the physician's verification of diagnosis and the hospital record. These inadequacies are exceptional, however, and can be remedied by information gathered by county welfare staffs.

The new census already has made it possible for the state agency to hold non-orthopedic consultation and diagnostic clinics for some 415 children in various parts of the state. On each occasion volunteers performed valuable services by providing transportation for children, by helping to register patients and by supplying lunches for the children when the consultations extended over the noon hour.

By-products of the volunteers' efforts are numerous. Several committees, for their own information, took a census of all underprivileged children in their counties; consequently these counties are more aware than before of the need for a full time child welfare program. Some counties already have organized community welfare councils to concentrate on health and recreation programs; in others new groups are concerning themselves with efforts to prevent juvenile delinquency; in still others special projects are under way to aid the blind and the deaf.

Not to be overlooked in appraising the volunteer effort is the value of the interpretation, the fact that several hundred citizens of the state have become better acquainted than before with all the objectives of the public welfare program, an acquaintance which has brought about increasing respect between public welfare workers and volunteer laymen. It has delineated the province of each group in this state and has made it clear that necessary services can be performed by every worker, in his own province, who brings a serious, unbiased purpose to his task.

Birth Control and Social Work

By NORMAN E. HIMES

Professor of Sociology, Colgate University

NEXT to the Industrial Revolution itself, probably the most significant force changing social life in the modern world is the development of reliable birth control. The present problem is how to guide this scientific achievement into wise channels; how to prevent its abuse; how, in a word, to make it serve the constructive interests of the individual, the family and the nation. In the solution of this problem, social workers have a significant part.

It is now a well-established medical fact that many mothers need contraceptive instruction for economic or eugenic reasons, to mitigate poverty, to make low wages go further in the family spending, or to prevent the transmission of hereditary defects. These factors in the problem will be considered later. Let us clear the ground by examining the reasons why many social workers are reluctant to discuss birth control with their clients.

First, there is the question of legality. Today, birth control's sphere of legality is rapidly widening, its sphere of illegality rapidly shrinking. This country now has lawful and unlawful birth control just as for decades it has had lawful and unlawful abortion. Ill-informed discussion of the legal status of birth control has done great social harm because it has hampered the work of the medical profession and slowed down scientific research.

In the last four or five years court decisions have so whittled away the old Comstock law of 1873 that virtually nothing is left of it. What the courts have not changed by decisions, the public and administrative officers have accomplished by non-observance or non-enforcement. Half the states never had any laws specifically aimed against the dissemination of birth control information. The laws in many other states make exceptions for physicians, medical journals and books, druggists, and so on. Physicians may now import devices and literature by making a simple affidavit that the materials are for the well-being of their patients; and even a layman, if a "qualified" person, may import birth control literature by making affidavit that the information will not be abused.

Second, many social workers, perhaps because they are unmarried, perhaps owing to humility, perhaps owing to their realization of the delicacy of the subject, and perhaps in part because of their past conditioning and training, are unwilling to broach the subject of the client's sex life. Often social workers feel that their clients are better informed on these matters than are they themselves. Yet whatever the personal experience of client and social worker, the social worker knows more, or should know more than the client about the social problems inherent in a maladjusted sex life, or in a family disproportionate to income.

Third, the supervisor is sometimes unfriendly to birth control, or the agency itself may have a policy of non-cooperation. More frequently than not such a policy results from a misunderstanding of the aims of the birth control movement. Rarely is there actual hostility unless there is a religious barrier. Clinic figures from all over the country, however, show that social agencies of all types are cooperating increasingly in sending needy patients to birth control clinics. State birth control or maternal health leagues are being gradually accepted as cooperating agencies in the organization and membership of state conferences of social work, and of the National Conference of Social Work.

Fourth, there is a sincere feeling on the part of some social workers that the general diffusion of contraceptive information would lower public morality. This is a broad subject. Two things can be observed briefly: a morality based upon a fear of pregnancy is hardly a sound morality; and with 375 million male devices of questionable reliability being distributed in the United States annually, the issue is not one of birth control versus no birth control, but of birth control under social and medical guidance versus amateur, unreliable, over-the-back-fence experimentation.

A fifth reason is that many social workers are uncertain about the value of birth control for their clients. However, as education on the medical, economic, and eugenic reasons for birth control has spread among the profession this feeling is rapidly fading. No informed person now believes that birth control causes sterility or divorce. On the contrary, in practically all cases in which there is not a religious conflict, evidence indicates that it welds rather than weakens the marital bond. In recent years birth control devices have been simplified and made more reliable. Records of more than 100,000 cases show that the methods now used in the clinics are about 95 percent reliable.

Finally, the social worker may exclude consideration of birth control because her case load is already heavy. But referral to a birth control clinic is ordinarily a simple matter that requires little time compared with most of the other functions of the constructively-minded social worker.

In this connection it is desirable to point out that much social work must necessarily be purely palliative because it cannot, in the nature of the case, completely transform the economic and social conditions of the families with which

it deals. In social work it is often difficult to meet the client's problems constructively, in a way that will be permanently helpful. In many types of cases contraceptive instruction by referral to a clinic or a cooperating private physician offers an opportunity for constructive effort for mothers of families and their children.

Let us consider very briefly some of the situations in which contraceptive instruction is indicated. In general they include all those conditions that would make pregnancy hazardous to the life or the health of the woman, or that would unnecessarily deteriorate the economic well-being of the family, or contaminate the race biologically. In most cases a medical opinion is needed. But the following conditions are broadly descriptive:

Physical conditions that make child-bearing hazardous, such as a recent delivery or abortion; a history of repeated dangerous pregnancies; certain types of heart disease; active tuberculosis; high blood pressure and certain kidney diseases; diabetes; toxic goiter; venereal infections; extreme obesity; severe malnutrition; general debility; family history with insanity, feeblemindedness, epilepsy, or other nervous and mental disorders; hemophilia, hereditary deafness, blindness, familial feeblemindedness.

Spacing of pregnancies, even in the case of a healthy mother is medically justified to safeguard the well being of the mother and the unity of the family.

There is a difference of opinion among physicians as to the adequacy of economic reasons. Dr. Robert L. Dickinson, dean of American medical authorities on contraception, is of the opinion that "economic indications are medical indications." Dr. Dickinson points out that it is medically unwise to wait until a family is completely broken down before contraceptive aid is given. Even Catholic books recommending the scientifically questioned "safe period," as a birth control method, admit the legitimacy of advice for economic reasons. Most experts on this subject are agreed that mothers of families on relief, women whose husbands are unemployed, or who face a constant struggle to bring up their families on a substandard wage, are as much entitled to contraceptive advice as the women whose health has already broken down.

Experts on contraceptives cite the social wastes of maternal mortality, infant mortality, and abortion, pointing out that it is of no advantage either to families or to the nation if pregnancy ends in the death of the mother at delivery, or the death of the child. Figures of the Children's Bureau and of private research agencies show that when babies are improperly spaced (two years is about the optimum) the infant deathrate tends to rise.

PROF. F. J. TAUSSIG of St. Louis University, our leading authority on abortion, estimates that there are 682,000 abortions in the United States every year. For the year ending July 1, 1937, the official estimate of the natural increase (excess of birth over deaths) in the population of the United States was 818,000. In other words, the annual number of abortions is about 82 percent of the annual natural increase in population. Some of these abortions are therapeutic, that is, performed for medical reasons upon the agreement of two competent physicians; but at least 70 percent are criminal. The annual population growth of the United States would probably be increased by 70 percent, certainly by 50 percent by an adequate control of abortion. Those who have become panicky about the declining birthrate as a result of birth control might well focus their attention on the problem of abortion and its implications.

Dr. Taussig and other authorities are agreed that three-quarters of the deaths from abortion in this country are preventable. He has declared that probably the greatest single preventive of abortion would be the establishment of a large number of contraceptive clinics.

Whether the individual social worker be in family social work, medical social work, psychiatric social work, children's aid or settlement work, the question of birth control may become important. The worker dealing with families on relief finds that many of these mothers, given the choice, would far rather curtail their childbearing or space their births, than add the traditional "baby a year" to the family and community burden. In such cases, the family worker can help relieve the situation by referring the mothers to a contraceptive clinic.

The medical social worker can bring to the attention of the physician cases that may need contraceptive help.

THE psychiatric social worker comes in contact with cases of anxiety neuroses or cases requiring mental hygiene treatment. In not a few instances the psychiatric worker can promote marital harmony by inducing a woman to secure medically-guided contraceptive instruction at a clinic. Eugenic considerations frequently will arise in connection with the work of the psychiatric worker, since a great deal of feeblemindedness, dementia præcox, epilepsy, and manic-depressive psychoses are inherited, according to the conservative statement on eugenical sterilization made by a committee of the American Neurological Association.

The settlement worker with her many contacts with normal families, has a remarkable opening for preventive work. Many of the settlements in New York City have grasped this opportunity and have set up contraceptive clinics within the settlement itself. This step might well be considered by neighborhood houses in other communities.

Social workers serving rural areas ordinarily meet with special difficulties. Since it is hard to get patients to clinics and even to doctors, the solution is to bring the service to the patients in their homes. In Connecticut, this problem is met by a motor caravan clinic. In Canada, public health nurses have made contacts with some 60,000 patients. In Kentucky, Florida, North Carolina, and West Virginia, the problem is being met by a unique method: public health nurses and social workers, operating under the direction of skilled physicians, are distributing a simple method the woman can use herself without individual instruction by a physician. In one or two states this method has the sanction of the State Board of Health, and the board's funds are being used in support of the program. While reports on the reliability of this method are still incomplete, it seems to have a fairly good record to date. This simplified technique is also being used among the poor in the overpopulated island of Puerto Rico, and among the teeming millions in India, where there was a 34 million increase in population between 1921 and 1931.

It seems clear that there is need to democratize birth control information in the country if the lives, health, and well-being of mothers are to be protected; the bonds of marriage strengthened and the divorce rate reduced; the abortion problem solved; and the extraordinarily high venereal disease rate in the United States diminished.

Birth control is no panacea; but in many situations it offers a solution for pressing personal, family, and social problems. In making it more widely and more intelligently useful, the social worker can, if she will, play a constructive and significant role.

THE COUNTY WORKER'S JOB

Beef, Prunes and Ink Blots

And Other Aspects of Aid to Dependent Children

By JOSEPHINE STRODE

AS a county worker with 371 assorted social work tasks crowding my waking hours, I decided to take time out for a little serious thinking about the sixty dependent children on our roster who were eligible for that species of aid promised them under the Social Security Act. What was being done for them? What could be done for them? They couldn't vote, they had no lobby or means of organized pressure, no notion at all about the efficacy of "telegraph your congressman today." Yet here they were, sixty children for whom I, by reason of my job, had definite responsibilities. Sixty children living with anxious mothers or harassed relatives in dug-outs, in crumbling soddies, in wind-scoured shacks on the edge of town or on debilitated farms. Sixty children with inadequate food, insufficient clothing, no medical care, no suitable recreation, and without that security in their environment needed for their mental and emotional development. What could I do for them? I made up my mind to examine the whole problem and situation as realistically and objectively as possible, and not to spare myself.

Was I honestly doing anything more than giving out the just-enough-to-keep-'em-alive beef and prunes? On the level, was my case work skill anything more than a pleasing bedside manner in the bestowal of an inadequate relief allowance? With all my bundle of good intentions and my professional social work training, was my only gesture one of welcome to a small, uncertain spot in the public relief picture? Was I anything more than a dispenser of a palliative something, to which I added weak exhalations of my own personality when confronted with obvious material and emotional needs? Was my job to shake up bromo-seltzers of case work theory and methodology to ease client tensions, the while my eyes and mind were closed to social ills and remedial inadequacies? In other words, was I providing any degree of leadership to help these sixty children gain their rightful heritage? With my own personal inadequacies, the limitations of rural social resources, the restrictions of governmental agency regulations, and all the hazards and insecurity of economic and political changes, was there anything to do over and above the routine job of establishing eligibility to receive a few dollars a month for beef and prunes?

In facing the situation, I was determined not to overlook anything to help me do my job better. I got out the notes I had taken in a course on Child Care and Development, and scanned the headings: "Children's feeding problems in relation to food aversions in the family"; "Thumb sucking from the psychiatric angle"; "Child training for international intelligence"; "A comparative study of fourteen socially well-adjusted children with their maladjusted siblings," and so on. I was annoyed; how could all this gear in with the needs and problems of my sixty dependent children? After all, they had no food aversions, except aversions to having too little. I sighed as I thought of the professor with the aloofness of mind and the time and wherewithal to make an extensive comparative study of fourteen socially well-adjusted children and their not so well-adjusted sisters and brothers, but all of them probably with plenty to eat and wear.

I returned to my notes. Surely I would find something helpful. What's this? Oh yes, ink blots! The Rorschach method of personality description. Not so long ago, it seems, one Rorschach, a Swiss psychiatrist, developed a series of ink blots which he used as basis for a "descriptive dynamics of personality." When a subject comes to the examiner, he is handed, one at a time, ten large cards with meaningless blots of varying size, form and shadings of color. As the subject describes what he sees in the ink blots, the examiner takes down every word he says and notes his non-verbal responses. If the subject sees only outline or color there is a certain conclusion as to his personality; if he sees shadows or animal forms the examiner is apt to spot insecurity in his emotional pattern.

THIS was too much; I closed my notebook. From the thumb-suckers of Riverside Drive to personality descriptions via the ink blots of a Swiss psychiatrist was a long and diverting jump, but I still had the survival problems of my sixty children. It came to me then, with blinding clarity, that I had large ink blots of my own—dense black ones—to resolve and interpret in addition to the fairly simple beef-and-prunes outline of mere existence for these dependent children.

There is little in published material on child welfare to prepare a county worker for the menacing ink blots which confront and obstruct when she would reach out to do something constructive for dependent children. This is true particularly in such matters as housing, foster-home care, education and recreation, and in efforts to secure the necessary community understanding, cooperation and support; and such material as there is offers less, I fear, to help the worker hold on to the vision, as she looks at these ink blots, of a square deal for all dependent children.

Take, for example, the matter of housing for dependent children in a rural county. The romantic glamour of pioneer experience still hangs over many of our worst dwellings. That dark, crumbling, smoke impregnated soddy, housing the eight Timken children, was built by the parents of the present chairman of the county commissioners, and he himself was reared in it. While he admits the possibility of deterioration, it is hard to make him face the evidence that the best of virgin-sod bricks may have a way of crumbling after years of drought and strong prairie winds. He has a sentimental fondness for the house and thinks the Timkens are privileged to be living there.

The more abstract, psychological factors involved in crowded living are even more difficult to convey and interpret to matter-of-fact rural neighbors. Through many hardships they have learned to make the most of bad situations, and to them it seems personal weakness on the part of the social worker to want to change the environment of relief clients rather than to insist that they rise superior to it.

The difficulty here, as ever, is what we can do about it. Looking back over my own attempts to "rouse" the community, I can see that most of them were of the "tear-jerking" variety, the "ain't it awful the crowded way they live" sort of thing, which raises nothing but a lot of emotional calluses on the community conscience.

A method of handling the question of living accommodations for her clients, good because it worked, was figured out by a lone county worker in the Southwest. Being extremely knowledgeable about her community, she made a spot map with every tenant house and farm indicated. In an index file was information about each place, the exact number of rooms, windows, leaks, barns and hen-houses, and the fair rental price for any given place. When any house was vacated, clients in less desirable dwellings were notified; single old ladies in big houses were informed about small houses and big families about larger ones. Demands made of landlords had to be respected because the social worker and the clients stood together in refusing to rent until necessary repairs were made. The social worker conferred with landlords in the matter of rents and did what she could to insure clients' ability to pay. All of which may have violated some theory of the clients' responsibility, but it sure did improve housing conditions for them. As an unexpected by-product the people in the community took cognizance of what she was doing, notified her of vacancies and helped her with recalcitrant landlords.

County workers out on social work frontiers have to make adaptations of their skills to fit pioneer situations. When grass roots are too tangled and tough for the plows of urban social work methodology, we get us a pickaxe and tackle our job realistically. We learn to improvise, to initiate, to change and adapt. Our aim is to achieve with professional conformity if possible, but achievement comes first and if we cannot have both, conformity must go.

IN the matter of foster-home placement for our dependent children we thought to do orthodox case work in securing the best possible social and emotional environment for them. It was Mrs. Hawley (grain-elevator Hawley) who gave the first blow to our naïveté. Finding Mrs. Hawley "over-protective," with strong, unconscious needs for dominating people and situations, we concluded that she was an "emotional hazard" for little Hubert, her second cousin's child whom she had "taken in," and we advanced cautiously to remove him from her influence.

"Well! Of all things!! The very idea!!!" She, Mrs. Hawley, the widow of pioneer, grain-elevator Hawley, had never heard of such a business! Just barely in time we remembered that anything unusual in a small community achieves the status of "national," almost religious significance. The matter of young Hubert easily could become the subject for a general town meeting. We saw that if he were removed summarily from the home of Mrs. Hawley her friends and sympathizers would rally 'round in a way to make it impossible to do anything further for Hubert, or for any other children for that matter.

We of the social work staff remained undaunted although our tongues fairly ached from holding them. We knew that mischievous, noisy, so-called problem children are hard to keep in foster homes. Foster parents, as a rule, prefer a docile, quiet child of inoffensive behavior, such as Hubert was fast becoming under the eagle eye of Mrs. Hawley. We recalled that Hubert had not always been so subdued, and while I would not say that we set out deliberately to change his conduct pattern, well, we plotted.

Our professional conscience was clear, however, for had we not learned in a course in psychiatry that excessive docility has serious implications, that the "holy terror" who makes his needs and wants known has thereby achieved a sort of adjustment, while the quiet, retiring child, introvertive, anxiety-ridden, turns aggressively not against society but against himself, inducing sickness, poor school achievement, and worse. We saw clearly that unless something was done soon for young Hubert he undoubtedly would become a serious personality problem. With active cooperation from his kindergarten teacher, and from a few well-selected hoodlum pals, Hubert soon became too much for Mrs. Hawley. She herself came one day to the welfare office to insist, no less, that Hubert be removed from her home. And for proof that all the efforts on Hubert's behalf were worthwhile, one has only to see "Bert," now on his Uncle John's farm, as lively a young rascal as ever was.

THIS business of caring for dependent children is a serious one, and there is no end to the learning how to do it. There is, for example, the kind of information we should have before we even think of placing a child in a foster home. We should know something about his past and present physical, emotional, mental and social life, and the same things about his real parents. We should know about his relationships to his brothers and sisters, and about the behavior patterns laid down in his early conditioning experiences. And then, of course, there is the new home where the entire family must be studied for their probable influence on the child, and their potentialities for helping him emotionally, intellectually, and physically, particularly in their capacity to give him a sense of security, a real feeling of belongingness, free from intense emotional conflict and from tensions due to the worries or anxieties of the foster parents. Perhaps we can't do very much to shunt worry and drive fear from the lives of our dependent children, but if we understand their need for emotional security we sometimes can find ways of fortifying them.

Often because of environmental or social lacks, the rural child presents unique problems. Isolated as so many farm children are, there is grave danger of personal stagnation and even degeneracy, unless stimulating and compensating factors are a part of their experiences. Sociologists have shown how even comparative isolation produces a sort of gelatinoid mental life, which is sometimes mistaken for deficiency in innate intelligence. Unless children are provided with stimulating play and social contacts, they do not achieve the personal growth and develop the creative ability which normally might be theirs. If it is not possible for farm children to have the experience of working and playing with other children, provision should be made for stimulating toys, books and other educational materials. Sometimes, it is true, extreme passivity on the part of country children when play or play materials are presented to them is not due wholly to lack of social experiences. Lack of proper and sufficient food, poor health, affection denied or rejection by parents may be involved.

It is really all very difficult. Sometimes when we think we have figured out a good way to achieve some objective

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This is the sixth of a series of articles by Miss Strode on "the processes and problems of social work where the county is the unit of service and practice runs out over the back roads to the villages and remote farms." Coming next month: Swinging the Depression with the Killer-Dillers and Alligators.

for a dependent child, community pressure or the rules of the agency present obstacles. It never is easy and the best we can do inevitably falls short of what we want and even know how to do. But we are a tough lot, we sod-busters of social work, and little by little our continuing experiences are helping us to improved ways and means of doing more for these children than merely passing out beef and prunes.

But now my time-out for thinking is up, and where have I gotten? Not very far I'm afraid, except as I have fortified my faith that our contribution to this hard perplexing problem must come from our own ingenuity, the quality of our understanding and our never-say-die-ness. To which I would add my conviction that the best interests of dependent children at the present moment demand that we put aside notebooks and psychiatric formulations, quit peering at ink blots, and lift up our voices.

The Social Security Board recently has recommended that federal aid to dependent children be put on a 50-50 basis, which should bring milk and, perhaps, cod-liver oil to the beef and prunes account of your dependent children and mine—over half a million of them—in the hummocks of the Southland, in the timberlands of the North, in the mining districts of the East, in isolated counties and in crowded cities. Children can't vote, but they all have congressmen and so have you and I. Now is the time for us all to use a technique not mentioned in any book on social work, nor referred to in any course on child welfare: Buttonhole Your Congressman! Send a Wire!!

Schools of Social Work Take Stock

By ALICE LEAHY SHEA

REALISM and vision characterized deliberations at the annual meeting of the Association of Schools of Social Work held at Cleveland in late January. From the opening address by A. Delafield Smith of the Social Security Board, Washington, D. C., speaking on "The Interrelationship of Education and Practice in the Development of a Profession," to the final session of the three-day meeting, the association was concerned with what social work education is and what it ought to be. The promise for the future was sympathetically portrayed by Mr. Smith who sees social work strong in its own right—an indispensable interpreter of knowledge to man, a conveyor of human needs back to the scientist and statesman.

The regular sessions brought out vivid delineations of the functioning of the public welfare services throughout the country, and precipitated a spate of such questions as:

Can the existing schools supply the demand for trained social workers?

Do the present curricula meet the needs of students soon to be employed in rural communities?

Does the administration of social service have its proper place in the curricula?

Is classroom teaching sufficiently well correlated with practice in the field?

Should a pre-professional course be recommended? If so what should it include?

Naturally the social work educators did not offer final answers to these questions, but they discussed them frankly and fairly. What any one school was doing or could do was described and evaluated. To the curriculum committee and its subcommittee on rural social work fell several assignments for future study.

The first of the questions: "Can the existing schools supply the demand for trained social workers?" was met more specifically than any of the others. On the recommendation of the committee on revision of the constitution, under the chairmanship of Prof. R. Clyde White of the University of Chicago, the association voted to accredit two types of schools: Type I, the new offering, a school located in a college or university approved by the Association of American Universities, staffed by a minimum of two full time faculty members of valid and authoritative experience and offering the basic one year graduate professional curriculum prescribed by the association of schools; Type II, a school equipped to offer two or more years of advanced study. Credits earned in Type I would be honored in Type II.

While on the face of it this action might appear to lower standards for social work education, the association did not see it that way. On the contrary, it saw the action as assuring that the control of professional standards would be retained within the leadership of the association. Further, it saw the action as establishing a firm base for the development of professional training in universities of the South and West in order that they may serve the expanding public program in those areas. In passing, a generous meed of credit should go to the advisory committee on state universities and membership requirements under the chairmanship of Prof. F. Stuart Chapin of the University of Minnesota, which, in order to clarify the issues, had worked for a year with a joint committee of college and university presidents representing the National Association of State Universities and the Association of Land Grant Colleges and Universities.

Perhaps the report of greatest interest to the association was that given by Marion Hathway and Robert T. Lansdale on the progress of the association's special study, "Education for the Public Social Services," undertaken just one year ago under a special grant from the Rockefeller Foundation. The study promises to set the focus of future professional education. Its findings are due November 1, 1939.

While the thinking of the delegates was directed forward, it also was charged with the obligation of looking backward. Old gains, it was emphasized, must be held; leaders with ideas and ideals are necessary today as always.

The one person whom the association chose to honor at this annual meeting was Porter R. Lee about to retire after twenty-two years as director of the New York School of Social Work. Mr. Lee's health does not permit him to participate now in the business of the association, but the membership formally expressed its appreciation of his wise counseling through the years and resolved to hold fast to his ideals, as he himself said, to "keep in touch with the firing line," and seek, as he has done, to raise the level of social work practice through the preparation of personnel possessed of "philosophy, knowledge, and skill" adequate to the demands of the field.

Here in Washington . . . By Glen Leet

A FUNDAMENTAL REORGANIZATION OF FEDERAL AGENCIES CONCERNED WITH UNEMployment, relief and social insurance is contemplated in four significant measures pending before Congress: the Byrnes, Woodrum, Barbour, and Vandenberg bills.

GLEN LEET

DEPARTMENT OF PUBLIC WORKS: Senator James F. Byrnes of South Carolina proposes in S.1265 to create a department of public works which would take over the functions of WPA, PWA, NYA, the Bureau of Public Roads, and the Public Buildings Branch of the Procurement Division of the Treasury. States would be required to pay not less than one third of the cost of public works, and the Secretary of Public Works would apportion grants to states, one half on the basis of population, one half on the basis of the number unemployed in each state.

MERIT REQUIREMENT: The Byrnes bill would require that as a condition to receiving federal public assistance funds, the states must "provide such methods of administration, including methods relating to the establishment and maintenance of personnel standards on a merit basis, as are found by the board to be necessary for the efficient operation of the plan." If this provision is enacted, it should result in an increasing emphasis upon technical competence and adequate training.

OTHER PROVISIONS: The Byrnes bill would provide for 50-50 matching for all three assistance categories, except that the federal contribution would be increased proportionately in states where per capita income is below the national average. The proposal is meeting with enthusiastic support from southern members of both houses of Congress.

The bill also provides *minimum* assistance limits of $15 a month for the aged and blind; and for aid to dependent children a $10 minimum where there is one child, $20 for more than one child. Many experts question the wisdom of inflexible minimum provisions in a federal law.

The Byrnes bill would make several changes in unemployment compensation, including the establishment of minimum compensation rates and a maximum waiting period of one week.

The United States Employment Service would be transferred to the Social Security Board, which probably will be opposed by the Department of Labor.

The date for beginning the payment of old age insurance benefits would be advanced to January 1, 1940.

SPECIAL COMMITTEE: The special Committee to Investigate Unemployment and Relief has been enlarged. The new members are Barkley, McNary, Harrison, and George. The other members are Byrnes, Clark of Missouri, Hatch, Murray, Frazier, Davis, and Lodge. Senator Byrnes' bill has been transferred from the Appropriations Committee to this committee. Public hearings are being scheduled.

Neither Senator Byrnes nor other committee members are satisfied with the present bill, and it is certain to be much modified. Significance lies in the fact that a group of the most influential members of the Senate are seriously at work, fundamentally reorganizing the machinery for handling relief, unemployment and the insurances.

OFF THE RECORD: Certain high administrative officials are advising members of the committee that grants for general relief are essential as a back-log to the proposed permanent public works program. Some committee members seem inclined to accept this program for the handicapped, but are reluctant to include all persons for whom work is not available or appropriate.

ANOTHER PROPOSAL: The abolition of WPA and the creation of an Unemployment Relief Administration, handling both direct relief and work relief, is proposed by Congressman Clifford Woodrum of Virginia in H.J.Res. 151. The bill carries an appropriation of $1,120,000,000 for the fiscal year ending June 30, 1940. It would require the administrator to submit to Congress, prior to May 15, 1939, a statement of the funds required from this appropriation for each state during each month of the fiscal year. The administrator could not increase the amount to be expended during any month in any state by more than 10 percent. No person could be employed on an unemployment relief project for a continuous period of more than twelve months, nor for more than twelve months in any fifteen-month period. Any person refusing suitable private employment would be dropped to the end of the roll; those accepting private employment would be returned to their former position on the roll upon the termination of such private employment. Political activity would be prohibited, satisfactory administration (state and local) required.

Mr. Woodrum is a ranking member of the House Appropriations Committee. His bill reflects the deep dissatisfaction of Congress with WPA, recognizes the need for direct relief, indicates the determination of responsible members of Congress to assume leadership in meeting relief problems.

GRANTS TO STATES: Federal aid for both direct relief and work relief would be provided to the states by Senator Walter Barbour (R) of New Jersey in S.222, which would add a twelfth title to the Social Security Act: "for the purpose of enabling each state to extend and improve as far as practicable under the conditions in such state, plans for providing financial assistance, including both direct relief and work relief, to needy individuals not otherwise receiving assistance or benefits as referred to in Titles I, II, III, IV, and X of this act, or for whom the assistance or benefits received . . . is inadequate to provide a reasonable subsistence compatible with decency and health." State plans must provide for needy transients, and "provide . . . for the development of methods of retraining and reconditioning whereby [those on relief] may, so far as possible, be restored to self-support." Senator Barbour has utilized competent technical advice in formulating his bill, and while S.222 is not likely to be enacted, its ideas will certainly be considered by the Senate.

DECENTRALIZED RELIEF: Senator Vandenberg's bill, S.1395, would provide grants-in-aid to states to assist them in financing and administering work relief and methods of increasing employment. These grants would be administered nationally by a federal relief board, and in the states by state relief boards.

COORDINATION: Eyebrows are being raised in the direction of the Interdepartmental Committee to Coordinate Health and Welfare, which seems to be concentrating on the national health program and neglecting its responsibilities for the coordination of health and welfare activities, despite the unfortunate example of uncoordinated organization which the the federal government, with twenty-nine separate agencies, is now setting the states.

The Common Welfare

Third White House Conference

THE forthcoming Conference on Children in a Democracy, called by Frances Perkins, Secretary of Labor, at the direction of President Roosevelt, will, it is believed, be as potent in stimulating public awareness and concern as was last summer's National Health Conference. Such meetings, as the health conference demonstrated, are not designed as sounding boards for theorists, but for the dissemination of factual knowledge as the basis for concrete public action.

This third White House Conference concerned with American childhood (the first was called by President Theodore Roosevelt in 1907, held in 1909; the second by President Hoover in 1930, held in 1931) will have its first or planning meeting on April 26. Invitations have been issued to some seventy persons, experts in the field, and each governor has been asked to send a delegate thoroughly conversant with work for children in his state. This body will define the scope of the conference and organize committees, with which the U.S. Children's Bureau will cooperate, to assemble data for presentation to the conference session to be held early in 1940. From this fact-finding and discussion will come, if the President's hopes are realized, "practical suggestions as to ways in which we may give greater security to childhood and a larger measure of opportunity to youth, and thus strengthen the foundations of our national life."

The Court, the NLRB and the Sitdown

ON the last Monday in February, the Supreme Court handed down three decisions bearing on the National Labor Relations Act. The question involved was not the constitutionality of the act, but its administration by the National Labor Relations Board. In the case of the Sands Manufacturing Company of Cleveland and of the Columbian Enameling Company of Terre Haute, Ind., held by the board to have refused to bargain collectively with their employes in violation of the Wagner act, the Court found that the board's rulings against these employers were not supported by the evidence. Mr. Justice Stone, who wrote the majority opinion in the latter case, held that substantial evidence must be adduced if the findings of the NLRB were to be sustained, and substantial evidence, he argued, "is more than a scintilla and must do more than create a suspicion of the existence of the fact to be established."

A five-to-two decision in the case of the Fansteel Metallurgical Corporation outlaws the "sitdown strike." Here the court denied the right of the board to compel the reinstatement of sitdown strikers at the company's North Chicago plant. The Chief Justice, delivering the opinion of the Court, held:

> To justify such conduct [the sitdown] because of the existence of a labor dispute or of an unfair labor practice would be to put a premium on resort to force instead of legal remedies and to subvert the principles of law and order which lie at the foundations of society.

Senator Wagner, author of the National Labor Relations Act, and most editorial writers have joined in expressing hearty approval of this ruling. And in the midst of widespread clamor for amendment of the Wagner act, all three decisions are hailed by those who, having followed closely this national effort toward orderly industrial relations, hold that clarification of the law can be accomplished better through judicial interpretation than through legislative change in the act.

". . . there is Strength"

"EASTER WEDDING" is what the New York Charity Organization Society calls its coming union with the New York Association for Improving the Condition of the Poor. Already the bans have been declared, the license granted. The ceremony will take place late this month.

Thus two of the countries oldest and best known nonsectarian family service agencies join their programs in one which, they assure their constituencies, will combine the best features of both. The AICP was founded in 1843, the COS in 1882. Individualized service to families in difficulty has been the major purpose of both societies. The approach of each has been distinctive. Both have been influential in shaping the development of high standards of social work practice over the entire country. The New York School of Social Work is an offspring of the COS, still directed by the parent board.

The budget of the new agency, as yet without a name, will be more than $2,700,000 a year; its combined endowment something like $27 million. Its services will be organized, with reassignment but no real dislocation of staff, into four divisions: socal welfare; special activities to include the AICP's extensive development of clinics, educational nursing, summer camps and service to tuberculous families and the aged; the New York School of Social Work; a new Institute of Social Research devoted to the study of problems "underlying the maintenance of vigorous family and community life." Stanley P. Davies, general director of the COS, becomes executive director of the new organization, in charge of the division of social welfare. Bailey B. Burritt, general director of the AICP, becomes chairman of the executive staff council made up of the heads of the divisions.

Mr. Justice Brandeis Retires

WHEN on February 13, Mr. Justice Brandeis retired from the Supreme Court of the United States, one of the nation's wisest citizens closed a period of great public service. Appointed by President Wilson in 1916, "the People's Lawyer" of Massachusetts has been an outstanding liberal on the court of last appeal. Again and again, "Holmes and Brandeis dissenting" stood out against a conservative majority opinion, upholding the interpretation of the Constitution as a living, not a static scheme of government, protesting the use of its "due process" clause to protect monopolistic practice or to defeat social legislation. Mr. Justice Brandeis has seen many of his dissenting opinions become the accepted doctrine of the court and of the country.

One of the great contributions of this jurist-statesman

to current thought has been his insistence on the right of states and communities to deal experimentally with today's economic problems. It seems appropriate to reprint here two paragraphs from the notable dissenting opinion in the "Oklahoma Ice" case, in which Mr. Justice Brandeis held (Mr. Justice Stone concurring):

I cannot believe that the framers of the Fourteenth Amendment or the states which ratified it intended to leave us helpless to correct the evils of technological unemployment and excess productive capacity which the march of invention and discovery have entailed. There must be power in the states and the nation to remold through experimentation our economic practices and institutions to meet changing social and economic needs. . . .

To stay experimentation within the law in things social and economic is a grave responsibility. . . . It is one of the happy incidents of the federal system that a single courageous state may, if its citizens choose, serve as a laboratory and try novel social and economic experiments without risk to the rest of the country. This court has the power to stay such experimentation. . . . But in the exercise of this power, we should be ever on our guard lest we erect our prejudices into legal principles. If we would be guided by the light of reason, we must let our minds be bold.

WFP

THESE initials do not stand for an agency at Washington but for an executive whose administrative talents and builder's instinct have shaped more than one of them—W. Frank Persons, whose resignation as chief of the United States Employment Service goes into effect May 1. That service was at lowest ebb when, with the coming of the New Deal and the passage of the Wagner-Peyser Act, Mr. Persons was charged with its reconstruction. In the five and one half years ending December 31, state systems have more than doubled (fifty-one jurisdictions in all, covering states and territories); local offices have multiplied; and, including the National Reemployment Service (which WFP developed and liquidated), nearly 70 million applications for employment have been handled. These represented 36,853,097 individuals, of whom 24,671,116 were placed—roughly two thirds of them in public and, in the teeth of the hard times, one third in private jobs. This has been much more than a matter of numbers. Standards, procedures and personnel have been lifted to altogether new levels, and the far-flung federal-state setup interlocked into a going system. Mr. Persons' experience has ranged over social work, business law and public service. In wartime, he projected and administered the country-wide home-service of the American Red Cross. He goes to the CCC, which he helped set up, and toward which he since has borne a volunteer relationship.

A Beginning

MOMENTUM to start the national health program rolling is latent in a bill introduced by Senator Robert F. Wagner of New York, just as this issue went to press. The bill follows in important particulars the recommendations of the President's Interdepartmental Committee on Health and Welfare. [See *Survey Midmonthly,* February 1939, page 46.] It provides for grants-in-aid to the states for child and maternal health, general health service, construction of health centers and hospitals, medical care and disability insurance. Execution of the program would rest with the states with wide latitude as to methods of development. Supervision would be divided between the Social Security Board, the U.S. Children's Bureau and the U.S. Public Health Service. A sliding scale for grants would permit a greater proportion of federal funds for expenditures in states with small resources than in those with larger. The bill carries an appropriation of $95,250,000 for the first year of the program.

Low Rent Housing, 1939

ONCE more housing legislation is at the forefront in national and state capitals. Senator Robert F. Wagner's bill to amend the United States Housing Act proposes another $800 million for loans to public housing agencies, besides additional annual subsidies up to $45 million. Its passage would make possible the continuance of a public housing program until the states set up adequate machinery to provide sufficient state and local aid.

Five bills have been introduced in the New York legislature designed to implement the first housing amendment to a state constitution. [See *Survey Midmonthly,* October 1938, page 319.] While some are more comprehensive than others, the choice between them lies largely in the application of a particular philosophy in the housing field. Should available funds be used exclusively for public housing at the lowest possible rentals, or should some be diverted to private limited dividend companies which serve somewhat higher income groups? Should private owners be offered loans for repairs to existing buildings to make them comply with the law, although such housing will still be inadequate when judged by modern standards?

The Desmond-Moffat bill (1020 S. I. 936) has strong backing from social and civic agencies. It asks for $150 million, although under the amendment twice that amount could be made available. Perhaps the rising demand for retrenchment accounts for this. However, since all loans the state makes must be repaid, the actual drain on the state treasury, it should be noted, only starts with subsidies for interest and loan repayment—an amount limited by law. The real load must fall mainly on the municipalities, who need use no more of the state's loans than they can handle. A comparative analysis of the bills before the legislature is available from the Citizens Housing Council, 470 Fourth Avenue, New York City.

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IN RESPONSE TO PRESIDENT ROOSEVELT'S PLEA FOR PEACE within the labor movement, the AF of L and the CIO are selecting three representatives from each organization to canvass the possibilities with the Secretary of Labor. The first parleys probably will be held before mid-March.

AT LENGTH A MOVE IS UNDERWAY THROUGH WHICH Americans can aid stricken families in areas of persecution at their most helpless point. The Wagner-Rogers bills, now before Congress, would admit to the United States 20,000 German children of all faiths up to the age of fourteen—10,000 this year and 10,000 next. The proposal is approved by both the AF of L and the CIO. To make certain that these children, if admitted, would not become public charges the Non-Sectarian Committee for German Refugee Children has been formed to provide auspices and adequate financial backing for placing them in foster homes of their own faith.

The Social Front

Relief and WPA

THE business index's much awaited upward twist seems to have little effect upon the relief curve's continued climb. Latest reports from the Social Security Board show that federal, state and local expenditures in 1938 increased more than 28 percent over those in 1937—$2,995,705,000 in 1938 as compared with $2,332,769,000 the previous year. Figures for general relief show no tendency to decline in the present year—January reports from thirty-seven states showing a 6 percent increase in caseload and a 5 percent increase in obligations incurred, over those in December. Pennsylvania, from which later figures are available, has had an increase in general relief load every week this year, but by the middle of February it accompanied its reports with the notation that the increase was slackening.

Central Intake—Step by step, and feeling its way as it goes, the Chicago Relief Administration is following the recommendations of the Illinois Council on Public Assistance and Employment in setting up a Central Intake Service. By the first of February the five districts nearest to Chicago's "loop" had been drawn into the plan. Meanwhile the effectiveness of this device is being measured. In two outlying districts separate intake units have been set up in district offices. The usual procedure is to refer new applications directly to a member of the general case work staff, who accepts or rejects them after investigation. In the test districts, the intake unit does nothing but handle applications. A rejected applicant gets no further than the intake unit. If accepted, he is transferred to another case worker.

After Congress—Ripples from the stone dropped in Washington when Congress sliced $150 million from the proposed appropriation for the federal work program reached Illinois last month when the Illinois Emergency Relief Commission voted to discontinue certification of all people, on and off relief, who are eligible for WPA employment. As they voted, the relief commissioners had before them a report listing 77,103 persons in the state already certified but not yet assigned to WPA projects. No time limit was set, but it may be assumed that until 77,103 men and women can be absorbed in present programs no new certifications will be made.

The ripples, however, seemed to be flowing in the opposite direction in New York City where less than a week after the congressional action, WPA rolls were opened for replacements for the first time since November. Lieut. Col. Brehon B. Somervell, local WPA administrator, followed President Roosevelt's order to maintain the present strength of WPA by announcing that there would be no reductions in the city's quota of 167,000 relief workers before the first of April. Though approximately 8000 departures have occurred from WPA since the closing of replacements, the home relief rolls have risen by about the same amount. The agencies' caseloads are now about equal.

In the meantime, WPA headquarters at Washington prepared to abide by the congressional resolution calling for the investigation of need of everyone of the 3 million persons on the rolls. Forms providing for a complete analysis of the family resources of each worker already have been issued to all state WPA administrators. The reports, to be finished by the first week in April, will show family income and earnings for the previous thirty days, including that of unrelated members of the household.

In Pennsylvania, where the Department of Public Assistance has been investigating the relief needs of selected WPA families, orders were issued by the Secretary of Public Assistance for the discontinuance of this procedure because of the more complete program planned by WPA itself. However, in order to avoid duplication the department will finish investigations and reports on about 22,000 cases on which work already has been started.

"Dynamic" is the word for Florence S. Kerr, new assistant administrator of the Works Progress Administration in charge of the Women's and Professional Division. In addition to a career in public service Mrs. Kerr has built up a reputation as a writer, lecturer and clubwoman. From early WPA days she has been regional director for the division in thirteen midwestern states and has been instrumental in expanding projects to cover a wide range of cultural and professional activities. Before her WPA activities she served in Iowa as member of the governor's committee for unemployment relief. Mrs. Kerr succeeds Ellen S. Woodward, now on the Social Security Board.

In Illinois—Though more than $65,700,000 was spent for general relief from state and local funds in Illinois in 1938, the Illinois Emergency Relief Commission has requested only $119 million for the coming biennium, and indications are that the legislature may cut this as low as $72 million. Chicago still administers relief on an 85 percent "adequate" basis and this only because the legislature has voted to continue the present 3 percent sales tax until July.

One out of every five persons in the state is dependent upon home relief, work relief, or old age assistance—a total of 1,400,000. In addition there are 31,000 youths working under NYA, 13,000 young men in CCC camps, 8400 blind persons receiving pensions, 17,400 women receiving mothers' aid. The total cost of this program in 1938 was $270 million.

When in Rome—Weighty consideration was given by the mayor of Rome, N. Y. to a recent protest of local retail grocers against proposed cash relief. When the merchants' spokesman pointed out that "the grocers are justly entitled to relief orders as they are established here" and deserved the business because a lot of them had been taxpayers for fifty years, the mayor promised that "no hasty action" would be taken.

The Insurances

TWO states—Idaho and Oregon—are threatened with withdrawal of federal approval of their unemployment insurance laws. Oregon's anti-picketing law was attacked by spokesmen for both the American Federation of Labor and the Congress of Industrial Organizations at a Social Security Board hearing as infringing on the provision of the federal act which protects workers against being forced to accept employment with a con-

cern where there is a strike. Social Security Board officials are said to favor amendment of the anti-picketing measure, while state officials propose a legislative enactment excluding the unemployment insurance law from application of the anti-picketing law. . . . In Idaho, a state supreme court decision which requires that claims for benefits be approved by the state board of examiners is held to interfere with the provision of the Social Security Act that unemployment insurance must be administered by a single state agency.

Retirement Problems—With nine states considering old age retirement legislation of public employes, the American Municipal Association (1313 East 60 Street, Chicago) reports that possible extension of federal or state social security measures to include this group of workers need not supersede local pension aid. The report points out that "just as many businesses are supplementing employes' old age benefits by other retirement systems, so city pensions can be supplementary and additional." Local retirement programs for public workers would be accelerated, the report adds, if they allowed for accumulation and transfer of benefits from city to city, city to state, and state to state.

Benefit Payments—Old age insurance claims certified for payment in December numbered 16,124, bringing the total since January 1, 1937, to 266,906. These are lump sum benefits paid covered workers who die or reach the retirement age of sixty-five before the beginning of monthly benefit payments. The average payment in December was $65.63, ranging from $24.41 in Alaska to $82.22 in Connecticut. . . . Payment of $26,066,740 in unemployment benefits during December, brought the total amount paid to unemployed workers under state compensation laws to more than $396 million for the year, the Social Security Board announces. The official report of the U.S. Treasury shows that the assets in the unemployment insurance trust funds of the individual states increased from $883,763,000 on June 30, 1938 to $1,098,562,000 on January 31 of this year.

Health Insurance—The New York State Commission, appointed in 1938 to study health insurance, has presented an interim report asking at least a year's delay in enacting a state health insurance measure, in order to provide time for a more extensive study of "all aspects of the problem." . . . Governor Francis P. Murphy of New Hampshire recommended an "impartial investigation" of health insurance in his annual message to the state legislature. . . . The National Consumers League and the Consumers League of New York have appointed a joint committee to formulate the standards of health insurance legislation which both organizations would be willing to support.

New York Investigation—Under the chairmanship of Assemblyman C. C. Burney, Jr., a joint legislative committee is holding hearings in seven New York cities, under a resolution calling for an investigation of the administration of the state unemployment insurance law. The investigation resulted from complaints of delay in paying benefits, confusion as to the amount and duration of benefits, and a demand for an inquiry into the workings of the present law before the legislature passes on pending amendments.

Educators Act—The committee on public relations of the Association of American Colleges has voted unanimous opposition to the inclusion of private institutions of higher learning in the terms of the unemployment insurance provision of the Social Security Act, and has asked 550 college members of the association to telegraph "confirmation or comment" regarding their action. This move contrasts with a vote taken in January at the annual convention of the association in Louisville in which a resolution was adopted favoring the extension of the old age benefit provisions of the Social Security Act to include employes of colleges and universities.

Record and Report—The Social Security Board offers the following publications which may be secured through the superintendent of documents, Washington, D.C.: "Unemployment and Health Insurance in Great Britain, 1911-1937," by Marianne Sakmann, price 10 cents; "Selected List of Publications Relating to the Social Security Act," a leaflet; "Proposed Changes in the Social Security Act"; "Unemployment Compensation: Some Questions and Answers."

Concerning Children

ALL states and territories to which the Social Security Act applies are now maintaining maternal and child health services, according to the 1938 annual report of the U. S. Children's Bureau; all but Louisiana maintain services for crippled children; all but Wyoming, child welfare services. State budgets in 1938 included 120 full time and seventy-three part time physicians on maternal and child health staffs in addition to the twenty-one physicians on local staffs. Payment was made to more than 2500 physicians for services in maternal and child health clinics and toward the services of 2700 public health nurses.

During the past year the crippled children services in thirty states were directed by physicians on either a part time or a full time basis, and twenty-three had a special nursing staff for crippled children. Twenty-nine states assigned child welfare workers to counties to work directly under local boards and welfare officials. Along with children's services carried jointly with the states under the Social Security Act, the bureau continued its customary research program and consultation service.

The report closes with six recommendations for the expansion and extension of the bureau's work, a plea for the completion of the ratification of the child labor amendment "if the U. S. Supreme Court holds that it is still pending," and for "continued focusing of public and professional interest on problems of maternal and child welfare, and on qualified personnel for these services."

Cooperative Nursery—Necessity, the mother of invention, produced valuable offspring for New York's Hudson Guild when it came along in the familiar garb of "financial stringency." Unable to afford a nurse for its new day nursery the Guild hit upon the idea of having the mothers take turns "minding" the children [see *Survey Midmonthly*, March 1938, page 84] and soon found itself conducting a neighborhood experiment at once democratic, cooperative and educational. After a year at the work, the mothers have developed an enthusiasm prompting them to request a child study course and to extend their practical experience to include cooperative planning and buying.

The experiment was begun with the selection of ten mothers willing to give at least one day a week to caring for the children at the nursery school, and additional time for meetings. Each day two of the mothers went to the school to take charge under the supervision of a professional nursery school teacher. Discussions and observation trips to other day nurseries complemented their "in-service training." By summer the mothers were able—at their own insistence—to keep the nursery open without direction during the usual two-week vacation period.

ADC in Pennsylvania—Pennsylvania's Department of Public Assistance recently stirred together a lot of statistics, for the year ending June 1938, to brew its "typical" ADC family—native white, in an urban area, consisting of two school-age children, a widowed mother in early middle age and two other relatives. Fact molecules precipitated in the pot: more than half the 5202 families accepted for aid to dependent children that year were not receiving any kind of public assistance at the time of application; three fourths received no other aid after acceptance for

ADC, but in 13 percent of the families there were supplementary general assistance grants; death of the father was the cause of dependency in the overwhelming number of cases—5049—since the law had not yet gone into effect extending the aid to children deprived of parental support by the father's desertion, separation, divorce, hospitalization or incarceration. In the remaining 153 cases the father's mental incapacity was the cause of dependency.

A study of the 2653 cases closed during the period showed that 37 percent received grants for less than two years, but 27 percent received assistance for five years or more. One fourth of the cases were closed because the children had reached the assistance age limit, sixteen; one fourth because relatives assumed responsibility for support.

The median monthly grant during the period was $30, the maximum allowance being $18 per month for a mother with one dependent child and $12 for each additional child. On July 1, 1938 this schedule was changed "to permit appreciably increased grants in ADC cases where no other income is available to meet family needs."

For Michigan's Children—The Children's Fund of Michigan, established in 1929 by the late Senator James Couzens with gifts of $12,100,000, reports that its largest expenditures in its last fiscal year were in the field of child health—$436,331. Its second largest area of concern, in terms of money expended, was recreation for which it appropriated $167,159, the chief item being a gift of $125,000 to the Boys' Club of Detroit to match a similar gift for building a new modern club house.

A new program of state subsidized child guidance clinics throughout Michigan is being launched through the fund's grant of $11,000. The first unit, to serve three counties, will be established in Lansing with the local government supplying quarters and clerical help. The professional staff, a psychiatrist and a psychologist and psychiatric social workers, will be furnished by the state through the assistance of the grant.

State Protection—Two constitutional amendments voted in the last elections have enabled Louisiana to proceed to modernize its child welfare program. One has given the juvenile courts jurisdiction for adoptions and the other has abolished the old State Board of Charities and Correction. The latter paved the way for a new State Department of Public Welfare which now has the responsibility of investigating the prospective foster home and supervision of the child in the home for one year before adoption becomes legal. The department has been given the authority to "supervise and license" all institutions, agencies and individuals dealing with the care of children.

A new adoption law in operation in New Jersey requires the courts to refer for investigation all petitions for adoption not already sponsored by a children's agency, to the Department of Institutions and Agencies or to a child-caring organization. This law also requires a year's residence of the child in the home before the granting of an adoption decree and for supervision by an agency when the home placement was made shortly before the application.

Help at Last—Hope appears for the neglected Negro children in New York City [see *Survey Midmonthly,* November 1938, page 352] with the announcement of a three-year project of foster home placement and care to be undertaken by the Children's Aid Society operating through a special unit, the Negro Service Bureau. The $90,000 project is being made possible through gifts from the Davison Fund, the Greater New York Fund, the Federation of Protestant Welfare Agencies and individual donors. It was spurred on by recent reports showing that Negro children, representing only 3.5 percent of the city's juvenile population, account for 10 percent of the court delinquency cases. The new bureau plans to select 100 Negro children for foster home care the first year of the project, 200 the second year, and 300 the third. Plans also are being made for the supervision in their own homes of a selected number of children between the ages of sixteen and nineteen.

Among the States

WISCONSIN, like its neighbor, Michigan, is back to where it started in the administration of its welfare services, with the reorganizations set up by the outgoing governors thrown in the discard and the new plans of the incoming governors still in the legislative wrangling stage. In Michigan, where last November the electorate by referendum threw out the laws consolidating all welfare services in a single department, administration is again scattered among ten or a dozen agencies and the old Emergency Welfare Relief Commission continues to function. Governor Fitzgerald has appointed three new members of that body, thereby making it definitely representative of the State Association of Supervisors (local poor officers) who initiated and conducted the campaign against the reorganization measures. James G. Bryant, resigned as director of the State Welfare Department, has been succeeded by Mrs. George W. Rogers, president of the Republican Women's Federation of Michigan. Ruth Bowen, Mr. Bryant's deputy, and Herman Pekarsky, supervisor of the old age assistance bureau, both are out.

In Wisconsin, Governor La Follette, under authority of the State Reorganization Act of 1937, set up departments of corrections and mental hygiene, and, as one of his last official acts, a Department of Social Adjustment which included all relief and assistance services and all service to juveniles. The new legislature promptly wiped out this department thereby returning to their former status, more or less scattered around as independent agencies, all the services which it had brought together. The State Conference of Social Work is struggling valiantly in behalf of legislation which would create a unified welfare agency, but so active are the new political brooms that the prospect is not hopeful. Indeed it seems possible that presently the new departments of corrections and mental hygiene may go the way of the Department of Social Adjustment.

Ohio—Legislation is "in the works" to reorganize Ohio's welfare department. The plan, which is said to have the approval of the governor and of Charles L. Sherwood, new director of the department, would create four divisions in the department: business administration, mental hygiene, corrections and social administration, the head of each to be selected under civil service.

Alabama—In Alabama, the new governor has retreated from his first idea of combining the Public Welfare Department and the Convict Department [see *Survey Midmonthly,* February, 1939, page 49], the latter now under the State Board of Administration. He is said to favor bills now in the legislature which would set up a new department of corrections and institutions and would amend in some important particulars the law creating the welfare department. Alabama social workers claim no great virtue for these bills except as they represent a compromise plan much more desirable than the original proposals.

In New York—A delay of at least a year in recodification of New York's social welfare laws was urged by William Hodson, New York City's commissioner of welfare at a recent meeting of the State Board of Social Welfare called to consider recommendations to the legislature for revision of the present laws. Commissioner Hodson pointed out that time is needed for consideration of the voluminous amount of changes that have been suggested. Among those problems needing careful study is the possibility of expanding unemployment insurance benefits to divert possible relief applicants. The insurance as it now exists, Mr. Hodson said, "is not weighted in behalf

of the poorly paid worker but rather in behalf of the well-paid worker who has had considerable employment." The commissioner, however, urged immediate legislation to correct the state's present policy of choosing those local relief expenditures for which reimbursement will be made. Under this procedure, New York City in 1938 spent $2,712,906 in connection with the direct relief program for which it did not receive the usual 40 percent reimbursement from the state.

Divers Good Causes

THAT the seed planted by the Social Study of Pittsburgh [see "Pittsburgh Studies Itself," by Margaret F. Byington, *Survey Graphic,* February 1938, page 75] has begun to germinate is indicated by the changes which have taken place in the city's social work since the field study ended in 1936. These changes have been noted in the recently published "Summary of Recommendations of the Social Study of Pittsburgh and Allegheny County," obtainable from the Citizens' Committee, 519 Smithfield Street, Pittsburgh; price 50 cents. Though many advances, such as those pertaining to medical care for the indigent or relating to county relief set-ups, were wrought by the state through the Pennsylvania Department of Public Assistance, those in the private field, still largely in a "committee to study" stage, show definite tendencies toward a broader awareness of the whole community on the part of the individual agencies in the city.

The recommendations in the booklet are presented in outline form without any embellishments of philosophical asides or theoretical argumentation. Thus stripped they present a stark picture of the reorganization which must be faced by the social organizations if they are to accept their responsibility of developing and coordinating Pittsburgh's social work to meet the real needs of the community.

Inventory—A direct result of the recent Chicago study of family welfare, child welfare and protective agencies has been the development of a new service under the United Charities: a referral center for unmarried mothers. This infant agency, aged six months, has just taken stock of the extent to which it is fulfilling its avowed purposes. It was set up to centralize information about community facilities in the field, to refer agencies or individuals needing help to the proper places, to take responsibility for cases no one else could or would care for and to gather statistical data about unmarried mothers and their children.

On all four counts it apparently has justified its existence in its first six months of life. Forty-two social agencies and a modest but steadily increasing number of private hospitals and physicians have made use of its services. Light is being shed on some dark places, and interesting facts are emerging from statistical reports.

By September 1, 1938, thirty-eight social agencies had reported 1361 unmarried mothers with children less than two years old. By the first of January 673 new applications for help had been added to this basic registration. Of these applicants, 78 percent were residents of Chicago; 13 percent from out of the state, a much lower percentage than had been anticipated. Sixty-one percent are now living with the mother's family or friends; 19 percent are living in rooming houses; and only 6 percent with the child's father. Single women constitute 75 percent of the "illegitimate" mothers; widows, 3 percent; divorcées 3 percent. Nearly half—46 percent—are under twenty years of age. Over half—52 percent—plan to keep their own babies.

The center has worked out a cooperative plan with the Chicago Orphan Asylum to find boarding homes for white unmarried mothers and their children. A similar plan for Negro mothers is afoot. The case count of the center is almost equally divided between white and Negro mothers.

Ballad—One way of dispelling those moments of discouragement known to all social workers is to read Sarah N. Cleghorn's "Ballad of the Vermont Children's Aide," written for the last annual meeting of the Vermont Children's Aid Society, and obtainable from the society, 174 Pearl Street, Burlington. The ballad portrays the day of a rural child welfare worker, the people she visits, the plans she makes. Through its free and easy meter it is a sunny reminder to tired social workers that their days bring many moments of satisfaction. Last stanza:

So ended one of her crowded days,
With her heartstrings pulled in plenty of ways;
But O how children's joy repays
Beyond all fame and money!
How far above all power and praise
That drop of heavenly honey!

Interpretation—A milestone in methods of spreading a general understanding of what social work is, and why, has been set by the Welfare Federation of Cleveland in its recognition of the public schools as the most natural place for the members of a community to receive an introduction to this increasingly important phase of community life. In the belief that highschool students, "at heart democratic and idealistic," are "capable of seeing beyond themselves and their families to the community" the federation has prepared a publication outlining social work in Cleveland for use in the public schools. Attractively illustrated and simply written, "Social Work in Greater Cleveland," by Lucia Johnson Bing (price $1.25, less in quantity, from the federation, 1001 Huron Road) explains the functions of social work as a whole and in its divisions, and describes the work of 200 public and private agencies in the vicinity of Cleveland.

Alfredo Valente

A business man experienced in social work administration is an accurate description of Alfred M. Schoellkopf, new president of New York City's Welfare Council. Mr. Schoellkopf, head of the Niagara Hudson Power Corporation, was chairman of the New York State Temporary Relief Administration from 1933 to 1936. He is a member of the State Board of Social Welfare. As President of the Welfare Council, Mr. Schoellkopf succeeds Charles C. Burlingham, president during the past eight years of depression who has been tireless in his efforts to promote cooperation between public and voluntary welfare activities.

Budgets—Enough of the always elusive "cost of living" has been captured in a study by the New York Budget Council to be useful as a guide to New York City's social agencies in their consideration of family needs. The findings, published as the "Budget Standards for Family Agencies in New York City" (price 35 cents from the council, 105 East 22 Street), are based on prices collected by home economists from low cost stores during 1937-38. Recommendations throughout emphasize the necessity of viewing the needs of each family individually and making appropriate adjustments. This same recognition of the individuality of budgetary needs bars any suggestion for rentals beyond the statement that in a low income family rent should not exceed 25 percent of the income. With these qualifications the council has found $15.40 to be the weekly maintenance budget excluding rent, heat,

refrigeration, health care, carfare, recreation, church and other dues, educational incidentals and insurance, for a family of five made up of a man and his wife, two boys, one aged thirteen and one aged seven, and a ten-year-old girl.

Refugees—Last year, at its annual convention, the Young Women's Christian Association adopted a resolution commending the proposal for a conference of governments "to plan for giving asylum to political refugees" and pledged itself to take on the responsibility "to prevent the growth of intolerance . . . in our own country." Subsequent actions of the association in facing the problem, which has become doubly acute since the conference, have been printed in a bulletin, *Refugees,* obtainable from the National Board, YWCA, 600 Lexington Avenue, New York, price 25 cents. Emphasis is placed on two areas of work for all local YWs: aid to non-Aryan Christian refugees; active combating of anti-Semitism.

Health

CRIES against "foreign competition" are emerging from the same medical circles which indignantly deny following a trade. *Medical Economics,* the self-styled "business magazine of the medical profession," recently distributed a release viewing with alarm the increased influx of professional men into this country, which has jumped from 2277 (all professions) in 1935 to 5463 in 1938. Pointing out that the percentage of foreigners failing state medical examinations shows a decline, the article sees "little sign of relief on the horizon" and regards the attempt to absorb so many doctors as "a step toward economic suicide." Though the question is raised of whether the United States is "big enough for us all" no mention is made of the findings of the National Health Survey which show that one third of the country's population lacks adequate medical care.

Infant Mortality—Newborn babies in urban United States have the best chance for survival in New Haven, Conn., where the provisional infant mortality rate reported for 1938—21 per thousand live births—is lower than in any other city in the country. Contrary to expectations, infant deathrates seem to bear no relation to the size of the city. A town comparable in size to New Haven is Richmond, Va., where the provisional rate was 73, fourth highest in the country. Highest rate was 85, in Knoxville, Tenn.; 80 per thousand white births, 135 per thousand Negro births. Lynn, Mass., a city about the size of Knoxville, had the second lowest rate, 23. Most large cities had intermediate rates ranging between 30 and 52. All but nineteen of the eighty-eight cities reporting to the U. S. Public Health Service showed improvement over 1937. Southern rates were in general far higher than those in the North. Negro rates for those cities reporting separately nearly doubled those for whites.

In California, infant deathrates are more than twice as high among Mexicans as among whites, although there is a steady improvement in both groups in recent years. California's rate for the first nine months of 1938 was approximately 43, with 36 for whites, 79 for Mexicans.

Low Cost Care—Utah residents soon will be able to buy dental service for $10 a year under a plan sponsored by the state dental association to cover complete dental advice, instruction in mouth hygiene, treatment of soft tissue disease, scaling, cleaning, silver alloy fillings and extractions. The plan requires an initial payment of $20 to cover the first and fifth years of membership. Service will be provided for a family of five or fewer individuals over thirteen years of age for $15 in addition to the original $10 contract. Other family members, including children under thirteen, can receive service for $5 a year each.

A fee-for-service basis has been chosen for the low cost medical and dental care plan for the 1600 New York members of the CIO's United Office and Professional Workers. The program provides for a panel of 100 physicians who may charge $1.50 for the first office visit, $1 for each following visit, and $2 for home visits. Complete records, to be kept by the practitioners as sources of information on health hazards of white collar and professional workers, will be used in drafting a health program for next year's legislature.

Midwinter Menace—In the first month and a half of the present year, 1035 pneumonia deaths occurred in New York, not the only U.S. city to yield heavy losses to the dread ogre of midwinter. Though the serum treatment is proving effective and the new drug sulphapyridine promises bright results, pneumonia still carries off more lives annually than any other communicable disease. More men than women are among its victims; unskilled workers succumb at a rate far exceeding business and professional men; Negroes at a rate double that of whites. In sweeping over the country, the disease kills one fourth of those it touches.

The preliminary report of the National Health Survey, "Pneumonia in Urban United States: Frequency, Severity and Medical Care" (Sickness and Medical Care Series, Bulletin 11, obtainable from the National Institute of Health, Washington, D. C.) shows that pneumonia visits five out of every 1000 white persons in cities, hitting twice as many of the relief population as those in the $2000 or more income brackets. Non-fatal cases last around forty-two days; fatal cases, nineteen days. The proportion of medical care received decreases with the size of family income, but in cities with a population under 100,000 the drop in amount of care is far greater than in larger communities.

State interest in pneumonia is new but growing. Though only ten states now have pneumonia control programs, thirteen others have projected definite plans while in eleven they are in the latent stage. A recently established program is that of Illinois where the State Department of Public Health has set up a laboratory service for type-specific diagnosis and provides serum for pneumonia patients suffering from types I, II, IV, V, VII and VIII. Since time is an important element in serum treatment, one of the department's conditions for releasing the serum is that it must be requested within the first ninety-six hours of the disease. No economic needs test is required.

Gaining—This year's proceeds from the January infantile paralysis campaign—an estimated $1,500,000—surpass any since the nation-wide fight against the disease was organized in 1934. Added to the sum will be $100,000 presented by the Will Rogers Memorial Commission to the National Foundation for Infantile Paralysis, $50,000 of which is now available and $50,000 to be paid after the Will Rogers National Theater Week drive in April. Half the gift is to be distributed among the foundation's county chapters and half will go toward its national work in poliomyelitis research and education.

The foundation recently granted funds approximating $150,000 to one hospital and ten medical schools for infantile paralysis research, and to ten hospitals for prevention and treatment of after-effects. Of the total $4,299,969 raised in the first five years of the campaign against the disease, 37 percent has been retained locally, 34 percent has gone to the hospital at Warm Springs, 24 percent to the National Foundation, and 5 percent to the President's research commission.

Jobs and Workers

A SUMMARY of progress in abolishing oppressive child labor in this country, given out by Katharine F. Lenroot, chief of the Children's Bureau, on "Child Labor Sunday," January 29, shows "the most encouraging outlook" in the thirty years the day has been ob-

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served. The child labor provisions of the Fair Labor Standards Act "set up for the fourth time in our history a national child labor minimum standard." Since the provisions of this act are limited to employers producing goods for interstate commerce, they cover only about one fourth of the children in non-agricultural employment. Ten states already have established a basic sixteen-year standard for employment under state law. A movement is afoot for similar enactment in other states, bringing intrastate employment into harmony with interstate employment under the federal act. Since the federal measure was passed, general policies have been formulated governing the procedure to be followed in determining hazardous occupations, and periods and conditions under which children between the ages of fourteen and sixteen may be employed.

Internationally, Miss Lenroot finds that the 1939 outlook is also encouraging. The international draft convention for the employment of minors, revised by the International Labor Organization in 1937 to raise the minimum employment age from fourteen to fifteen years, already has been ratified by Norway. The Young Persons (Employment) Act, which went into effect in Great Britain on January 1, 1939, regulates hours of work for young persons under eighteen in occupations not formerly regulated, including messenger and delivery service. The United States has ratified the international draft convention for maritime employment, providing a fifteen-year minimum age limit.

Wages and Hours—The first injunction obtained against a violator of the federal wage and hour law was announced on February 16 by Elmer F. Andrews, administrator. The injunction was issued against a maker of sports uniforms in Waterloo, Ia., charged with paying many of his 175 employes less than 13 cents an hour. The company is expected to have to pay about $2200 to the workers, the difference between the wage paid and the 25-cent minimum which went into effect October 24. The decree permanently enjoins the company from paying less than the minimum, and from shipment of its product in interstate commerce until the legal rate is paid and records kept as required by the law. This suit was the second civil action brought by the Wage and Hour Division. The first, against a North Carolina textile firm, is still pending.

The second mandatory wage order under the New York State minimum wage law was issued February 24 by Industrial Commissioner Frieda S. Miller. It affects women and male minor employes in beauty shops throughout the state, effective March 27. The rates set by the directory order continue: $16.50 as a minimum wage for operators for a 45-hour week. Full time maids are paid at least $15 a week; part time employes, a minimum of $4 a day of eight hours or less. The mandatory order makes some minor changes in administrative regulations in effect under the directory order.

Negro Women Workers—Available information on the Negro woman worker, brought together in a new bulletin of the U.S. Women's Bureau ("The Negro Woman Worker," by Jean Collier Brown; price 10 cents from the superintendent of documents, Washington, D. C.) indicates that employment of Negro women is still largely confined to agriculture and domestic service. Nearly two million Negro women were classed as gainful workers in 1930. Their occupational progress in the last two decades has been largely through their entrance into somewhat better paid and better standardized occupations in domestic and personal service, such as work in power laundries, beauty shops, and as elevator operators. While 56 percent of all employed native-born white women were in the white collar occupations in 1930, only 5 percent of the employed Negro women were in these occupations. Among the measures for improving the economic status of the Negro woman worker put forward in this bulletin are: social and labor legislation, improved opportunities for education and vocational training, union organization.

By Peaceful Means—Approximately one hundred labor disputes were settled by the Voluntary Industrial Arbitration Tribunal, according to the report of its first year's work. (American Arbitration Association, 8 West 40 Street, New York.) Most of the cases handled were in New York, Boston and Los Angeles, though the tribunal now is equipped to handle disputes in many other communities where it has a panel of arbitrators. In its first year of work, there was no dissension from any of the awards by any of the parties involved in the disputes. Most of the arbitrations have been taken to the tribunal under collective agreements between employers and unions covering wages, hours, seniority, layoffs, removal of factories, dismissals in poor seasons, overtime, transfer to different departments, rights of non-union workers, and many other points. The tribunal also arbitrates disputes between individual employes and employers. It is non-political, non-partisan, and non-profit-making. The chosen arbitrators, who must be accepted by both parties to a dispute, serve without pay. The report points to the need for a comprehensive study of different types of settlement in labor controversies in this country "with a view to evolving eventually a standard proceeding."

Record and Report—"A Standard Budget for Women Workers in Connecticut," based on a standard of living "adequate for health and welfare" has been prepared by The Consumers' League of Connecticut, 36 Pearl Street, Hartford, Conn. Price 25 cents. . . . "The Wagner Act Threatened With Destruction!" an analysis of Senate Bill 1000, proposing amendments to the Labor Relations Act, by the legal department of the CIO. Price 3 cents from the Congress of Industrial Organizations, 1106 Connecticut Ave. N.W., Washington, D.C. . . . "Labor Troubles and the Local Church," a report of an inquiry into the strike at the Maytag plant in Newton, Ia., and the resignation of the Rev. E. A. Ramige, the local Congregational minister. The January 15 issue of *Social Action*, published by the Council for Social Action of the Congregational and Christian Churches, 289 Fourth Avenue, New York. Price 15 cents. . . . "Annotated List of Labor Plays," by Jean Carter. Price 15 cents from the Labor Education Service of the Affiliated Schools for Workers, 302 East 35 Street, New York. . . . Addresses made at the annual meeting of the National Consumers League

have been reprinted in a pamphlet under the title "Wage and Hour Legislation in Action." Price 20 cents from the league, 156 Fifth Avenue, New York. Speakers were Major Arthur L. Fletcher of the federal Wage and Hour Division; Paul F. Brissenden of Columbia University; Beatrice McConnell of the U.S. Children's Bureau; Frieda S. Miller, New York State industrial commissioner; Robert J. Watt, International Labor Office.

Against Crime

A NATIONAL Parole Conference to meet in Washington, April 17 and 18, has been called by Attorney General Murphy at the President's request. Invitations are to be issued to all state governors and their official delegates as well as to federal and state judges, U. S. attorneys, state attorneys general, the heads of federal and state prisons and parole systems, police officials, distinguished members of the bar, leading social workers, public welfare administrators, and representatives of the state and federal officers directly engaged in parole work. The President suggested the conference to serve "as a means of presenting the facts about parole, reaching agreement as to desirable standards and procedures in its administration, and pointing the way to closer cooperation between the federal government and the governments of the several states."

The Beginning—Homes broken in early childhood by death of a parent, divorce, separation, desertion form the background of 39 percent of 1889 adult offenders under the supervision of the New York State Division of Parole, according to a recent study. Seventy-eight percent of the tragedies occurred before the parolees reached the age of twelve, 40 percent before they were six. Most common was the break in normal family life caused by death.

In Pennsylvania—Close scrutiny is being applied from all sides to Pennsylvania's parole and penal systems with resultant suggestions for reform. Recommendations for revision of the parole board were recently submitted by an investigating commission named by former Governor Earle. The commission proposed the creation of a central nonpolitical board to take over the administration of parole now conducted by the State Pardons Board; abolition of the indeterminate sentence; provision requiring all sentences longer than a year to be placed at the maximum, subject to future revision by the new parole board; abolition of county jails and the establishment of a unified state prison system.

The first of these recommendations was enlarged upon in a proposal prepared for the legislature by the former secretary of welfare, Charles I. Engard, which would establish a state department of penal affairs for the administration of penitentiaries, industrial schools, county prisons and lockups. The department would include a full time, salaried board of pardons composed of a psychiatrist, a penologist-sociologist, an attorney and two non-professionals, each to administer the geographical district from which he was appointed.

No new recommendation is that concerning the erection of an institution for mentally defective criminals now being urged by Leon Stern, Secretary of the Pennsylvania Committee on Penal Affairs. Twelve years ago intelligence tests made of 1916 prisoners in the Western Penitentiary of Pennsylvania resulted in below normal grades for over half the prisoners—nearly 4 percent were in the imbecile classification; 35 percent, moron; 19 percent, borderline. Although in 1927 the legislature authorized the establishment of a separate institute for feebleminded male criminals and in 1929 appropriated $243,000 for preliminary work on a site in Cumberland County, and although the authority and procedure for committing such defectives is provided in the state mental health act, the institution has never been built.

A State Aroused—So popular is the anti-crime and anti-corruption campaign in New York State that the legislature is now swamped with bills planned to facilitate the apprehension of criminals and to undermine political protection. The latest suggestion for handling this flood of proposed legislation comes from Republican leaders of the house who urge the formation of a bi-partisan commission to make a year's study of all the problems involved before reporting back to the legislature.

That crime is no myth in New York is substantiated by the annual report of the State Department of Correction which notes an increase of nearly 9 percent over the number of crimes in 1937. Reported crimes totaled 1,085,569 in 1938, or nearly one crime for every twelve persons in the state. Though crimes involving dangerous weapons dropped slightly over one percent, sex offenses and commercialized vice rose nearly 10 percent.

Less sensational than "cracking down" after the crime is the preventing and cure of causes, the goal behind recommendations made to the legislature by the Prison Association of New York. First among the proposals is the creation of a crime prevention bureau, as urged three years ago by Governor Lehman, which should develop a plan of crime prevention to serve as a guide in local communities.

Other recommendations concern the classification of prisoners beyond mere diagnosing and labelling to include appropriate treatment; the appropriation of funds for prison labor on highways; the discontinuance of the use of county jails for sentenced prisoners; the extension of civil service to employes of county penitentiaries; legislation to prevent the use of police third-degree methods; compensation for convicts injured in prison employment; abolition of lunacy commissions [see *Survey Midmonthly*, March 1938, page 87]; state subsidies to localities for the development of probation systems.

Hope—In Florida where there is no adult probation or parole, the Florida Probation Association is sponsoring a bill for the legislature which convenes in April to provide for adult probation and a parole system to be administered by the State Board of Pardons. In the meantime, Governor Cone has asked James P. Davis, executive secretary of the Federal Emergency Administration of Public Works, to conduct a survey of the state's penal system.

Bookworms—Federal prisoners borrowed over 728,000 books from the prison library service last year averaging seventy books per borrower, an indication that the average inmate reads far more than the average citizen. One third of the borrowed books were of the nonfiction type. The service was used by 75 percent of the penitentiary and reform inmates who borrowed a total of 900,000 books and magazines. At Alcatraz, institute for the "tough," 93 percent of the population used the library which circulated an average of 102 books per reader.

For Better Guards—A school for prison guards similar to the city's Police Academy and Fire Department College is being set up in New York. The three officers of the Department of Correction who topped the civil service lists were chosen as instructors and are now undergoing a training course consisting of eight weeks at the Central Guard School at the state prison at Wallkill, N. Y., and training inspection visits to federal penitentiaries and prisons in other states. The city guard course will include theoretical training in sociological subjects as well as practical training in resuscitation, the uses of gas and firearms and methods of handling prisoners.

In Print—"A Decade of Probation," by Irving W. Halpern, chief probation officer, court of general sessions, New York County (Manhattan), N. Y. is not only a ten-year report of Mr. Halpern's department but a veritable textbook on probation, presenting its history, the reasons for its growth in the face of bitter opposition, the philosophy behind its

methods of treatment. All of this refers, of course, to probation under a well-regulated department. Mr. Halpern sees poor probation departments, existing primarily as a source of political preferment, as probation's worst enemy. Says he: "The future of probation will be written by the probation officers themselves."

Professional

THE personnel and training needs in the public social services, along with the educational resources now available to meet them, are receiving close scrutiny by the American Association of Schools of Social Work in the study begun last summer through a special grant from the Rockefeller Foundation [see *Survey Midmonthly,* June 1938, page 215]. Field work for the project, originally announced as a three-year study, will be completed by July 1939 and the draft report will be ready in the fall.

Part I of the study will indicate the nature and number of jobs, present personnel requirements and their probable future effectiveness in the fields of public welfare, social insurance, labor services, housing and resettlement, public health education and recreation. Research associates are Dorothy Kahn, former executive director of the Philadelphia County Board of Public Assistance, and George C. S. Benson, associate professor of public administration, University of Michigan. Robert Lansdale, chairman of the study, is also undertaking part of this work.

Part II is an attempt to analyze the existing resources for education in the schools of social work through questionnaires and visits to the schools. Schools of home economics, business administration, and public health nursing will also receive attention. Marian Hathway, executive secretary of the AASSW is undertaking this part of the project. A separate study, under a Rockefeller grant, on the schools of public administration is being made by Prof. George Graham of Princeton University.

Education—The New York School of Social Work, in its bulletin announcing courses offered in its summer quarter, advises students to arrange promptly for living accommodations as the New York World's Fair is apt to make them hard to find. The quarter extends from June 19 to August 31. Applications must be filed by April 20. Two series of seminars with group conferences on related subjects are offered. For full details address the school, 122 East 22 Street, New York.

The National Society for the Prevention of Blindness is cooperating in arranging summer courses for the preparation of teachers and supervisors of sight-saving classes with Western Reserve University, Wayne University, New York State Teachers College at Buffalo, Wisconsin State Teachers College at Milwaukee, and the University of California.

Bachrach

Long a staff member of the National Society for the Prevention of Blindness, Eleanor Brown Merrill recently became its executive director. Mrs. Merrill is well-known in the social work world for her years with the society, first as secretary and latterly as associate director. Mrs. Merrill assists Lewis H. Carris, the society's former managing director, now general director.

Internships in clinical psychology and in clinic case work are open at the New York State Training School for Boys. Stipends are $10 a month plus full maintenance. The school also offers two fellowships of $180 each. Address inquiries to Dr. R. L. Jenkins, New York State Training School for Boys, Warwick, N. Y. . . . The University of Minnesota is offering a limited number of in-service fellowships in public administration for the academic year 1939-40 for persons with at least three years' experience in public service. Applications must be submitted by April 1 to the university at Minneapolis in care of the Secretary of the Committee on Training for Public Administration. . . . Ten graduate fellowships in the field of taxation and public expenditures are being offered for the second year by the University of Denver under a grant from the Alfred P. Sloan Foundation.

In Print—The largest printing in the history of the Social Work Year Book was ordered for the 1939 edition by the publication department of the Russell Sage Foundation. . . . The Boys Clubs of America Inc. is now publishing a monthly periodical, *The Keystone,* as "a medium of information for professional workers with boys." The February issue announces that a definite plan is underway to guarantee professional status for boys' club workers who have been in the movement at least five years and to set standards for new workers. . . . "Is it News?" a 77-page booklet, published by the National Conference of Catholic Charities, contains the proceedings of the section on private social work and public relations at the twenty-fourth annual meeting of the conference in Richmond, Va., last October. Papers were written by newspaper publishers, social workers and radio men. . . . "Toward Civil Service for Public Welfare," by Alice Klein will soon be published with the subtitle, Problems in Furthering Effective Selection of Public Personnel through the Merit System. The book was prepared under the auspices of the Russell Sage Foundation after the Civil Service Committee of the New York Chapter of the American Association of Social Workers pointed out the need for a manual on civil service for social workers.

People and Things

NO World's Fair money will be available to New York agencies anticipating the necessity of expanding programs for service to the city's visitors next summer, but the fair says that it will have its own staff of trained social workers set up by the opening date, April 30. A central welfare headquarters will be equipped for temporary service to lost children, stranded persons, mental cases, non-English speaking visitors and "others in trouble." It is possible that an overnight shelter may be provided somewhere near the grounds with the cooperation of the city. The fair's welfare program is being worked out by an advisory committee with subcommittees of social workers representative of both the public and private fields of protective care for juveniles, for girls and for the homeless and unattached.

Public Service—Two new assistant administrators have been appointed to WPA. Dallas Dort, former executive assistant to Colonel Harrington, now heads the newly created division of administration. Fred R. Rauch, formerly in the engineering division, is now in charge of the division of employment. David K. Niles, assistant administrator formerly in charge of the employment and information divisions, will devote full time to the latter division.

The new director of the Georgia State Department of Public Welfare is Braswell Deen, until the first of the year a member of Congress. Lamar Murdagh, whom he succeeds, has been appointed assistant attorney general of the state. . . . Iowa social workers are cheered by the appointment of Virgil W. Howe as executive director of the state Emergency Relief Administration, an obsolescent

form of welfare life that persists here and there. Mr. Hall was graduated from the New York School of Social Work in 1933, and since has been accumulating experience in relief work in Ohio, Pennsylvania and Iowa.

Newly appointed as New York State commissioner of correction is John A. Lyons, second deputy police commissioner of New York City. Mr. Lyons, like his predecessor, Edward P. Mulroony, resigned to become labor mediator for the New York City Hotel Association, has been identified during his whole career with the police department. He is considered one of the ablest detectives in the country.

Campaign—April 17 through May 31 are the dates set for the 1939 campaign of the Greater New York Fund. Thomas I. Parkinson, president of the Equitable Life Assurance Society of the United States is this year's campaign chairman. The fund reports that all but one fifth of one percent of last year's subscriptions have been paid.

Here and There —Government employment is not the only field for service in the District of Columbia judging by the number of additions to private agencies' staffs. The Children's Protective Association reports a new field worker, Eleanor W. Monahan, formerly psychiatric case worker with the United Charities of Chicago. The local chapter of the American Red Cross has a new case worker in its home service section, Eleanor Green, formerly child welfare worker with the Maryland Board of State Aid and Charities. Elizabeth Brand has gone to Washington from Dayton, O., where she was executive secretary of the League for the Hard of Hearing, to take a similar position with the Washington league.

Only full time family case worker in Scarsdale, N. Y., is Leota G. Norton who last month began the job of executive secretary of the Community Service of Scarsdale after having served for nine years on the staff of the Family Service Society of Yonkers.... Elroy S. Guckert has resigned as managing director of the Flint (Mich.) Community Fund to become director of the Detroit Council of Social Agencies.

Nurses—After fourteen years as supervisor and director of the U. S. Indian Service, Elinor D. Gregg has retired. Under her direction the service grew to include from slightly over a hundred to more than 650 nurses.... Another nurse recently to retire from the Indian Service is Anna Metzger, who served for twenty years in New Mexico.... Helen Bean, former public health nursing consultant with the division of domestic quarantine of the U. S. Public Health Service has been appointed director of the bureau of public health nursing in the Michigan Department of Health.... Edith A. Bergquist, until recently superintendent of nurses at the Roseland Community Hospital, Chicago, is now executive secretary of the Illinois State Nurses Association.... New educational supervisor for the Georgia Board of Examiners of Nurses is Carrie Spurgeon, for the past four years instructor at the Yale School of Nursing.

Glad Department — Flurry of the month in at least two New York offices we know about was occasioned by news of the marriage in late February of Ruth A. Lerrigo and James Reid Parker: the Survey office, because until last September RAL was "one of the family," for several years on the field staff, later as assistant editor; the office of Community Chests and Councils Inc. because it was from there that she stepped out one Friday afternoon and came back Monday morning, married. Mr. Parker is on the faculty of the Brooklyn Polytechnic Institute and doubles as an "idea man" and frequent contributor to *The New Yorker.*

The Philadelphian who during the past year "performed or brought to culmination an act or contributed a service calculated to advance the best interests of the community" turned out to be two Friends, Clarence E. Pickett, executive secretary of the American Friends Service Committee, and Rufus M. Jones, the committee's chairman. Together they received the $10,000 Philadelphia Award. Dr. Jones was one of the three Quakers who recently visited Germany in the interest of Jewish refugees.

Four certificates of service were awarded at the 1939 annual meeting of the Save the Children Fund. Recipients were Frances MacMillan Ferguson, vice chairman; Alva Wilmot Taylor, director in the field of education and social welfare; William George Schram, chairman of the business committee; Herbert Fenwick Laflamme, executive vice-chairman. Speakers at the meeting were Herbert Hoover, Alfred E. Smith.

Outstanding work in connection with Chicago's program for the control and treatment of syphilis won the Chicago Junior Chamber of Commerce's distinguished service citation for Lawrence J. Linck, director of the Syphilis Control Project.

For the Footloose—Jerome Davis, who taught at the Yale Divinity School for thirteen years, is leading a limited group to eleven countries in Europe during the coming summer for the Bureau of University Travel. The group will make a special study of the cooperatives in Denmark and Sweden, and will interview leaders in the government in England, France, Germany, Poland, Rumania, Hungary and the Soviet Union. It will sail on June 27 and return late in August. For details query Mr. Davis, 489 Ocean Avenue, West Haven, Conn.

Grim Facts –Reality ran behind hopes by about seven percentage lengths in Chicago where the recent Community Fund campaign subscriptions were $3,280,000 as compared to the $3,519,512 recommended by the fund's budget committee. In an effort to bring them closer together a handicap has been introduced in the form of an aggregate reduction of $50,000 in allocations to major private relief agencies to be followed by a further flat 3 percent reduction in all agency allocations.

In Memoriam—Respecter of none, a midwestern blizzard the first of February caused a delay in the Graham Taylor Memorial Programs planned to commemorate the late warden of Chicago Commons and former Survey associate editor whose long life of service ended last September. [See *Survey Midmonthly*, October 1938, page 318.] The four-day program, sponsored by the Chicago Theological Seminary, was arranged as a memorial service and a series of lectures. It was necessary to postpone the service and opening address to the end of the program because of the storm, but the other lectures took place according to schedule. Topics were The Future of the Settlement, by Professor Taylor's daughter, Lea Taylor, head resident of the Chicago Commons; The Assumption of Democracy, by Professor Charles Edward Merriam of the University of Chicago; The Churches and Public Opinion by Dr. Paul Hutchinson, managing editor of the *Christian Century;* The Philosophy of Graham Taylor by Professor Arthur Erastus Holt of the Chicago Theological Seminary.

Deaths

THE REV. FREDERIC SIEDENBURG, suddenly, in late February in Detroit, where since 1932 he had been executive dean of the University of Detroit. For twenty-one years prior to 1932 he was dean of the Downtown College of Loyola University, Chicago. Father Siedenburg was for many years active in the National Conference of Catholic Charities and the National Conference of Social Work, a leader in their consideration of problems of labor and industry. He was a trustee of the Detroit Council of Social Agencies and a member of the Regional Labor Relations Board.

OPHELIA AMIGH, aged 99, honored as "first social worker" of Birmingham, Ala., who founded the Alabama Training School for Girls. Mrs. Amigh was one of the few surviving nurses of the Civil War.

Book Reviews

Plight and Dilemma

THE BLACK MAN IN WHITE AMERICA, by John G. Van Deusen. Associated Publishers. 338 pp. Price $3.25.

AMERICAN CASTE AND THE NEGRO COLLEGE, by Buell G. Gallagher. Columbia University Press. 463 pp. Price $2.50.

Prices postpaid of *Survey Midmonthly*

IT has been said, aptly, that the Negro problem is largely a problem of the white mind. Contrasting these two books by white educators on the race situation, we might profitably paraphrase this by saying that the more of a special problem it seems to be, the less enlightenment can be expected from the discussion. The Negro problem becomes more of a general problem the more scientifically it is viewed, which sharply contrasts the traditional view of it as a minority plight with the more modern view that it is a majority dilemma.

The first of our authors undoubtedly regards the Negro as an ailing patient undergoing progressive democratic cure; the other begins with the fundamental sickness of democracy and diagnoses that sickness by and through its referred symptoms in the Negro minority's pains and disabilities. Not only is this the more scientific approach; it is in all probability the gateway to this generation's newer techniques and objectives of social remedy and reform.

With all the liberality that his narrower and more traditional point of view permits, Professor Van Deusen details very reasonably and optimistically the progress and achievements of the Negro minority and pleads its cause, so to speak, before the majority tribunal. Certainly this is not a service to be disparaged, especially since there are so few up-to-date and comprehensive statements of the Negro's status. Indeed, with regard to facts, the reader of this book will be richly rewarded. But should he pick up along with them the implications of the lapsing philanthropic point of view, with its unrealistic moralizing and its laissez-faire gradualism, there will be little net gain to either cause, the plight of the minority or the general malady of the body politic.

Dr. Gallagher, on the other hand, considers objective diagnosis the better part of cure. Negro education or any other phase of Negro life, he thinks, cannot be understood apart from a fundamental analysis of the American social order. And so he reaches some rather fundamental but unorthodox conclusions. There is, in the first place, rooted in ante-bellum conditions and history, but still prevailing and bolstered by current stereotypes, cumbersome codes and economically costly paradoxes, "a caste system" as "an established part of American life, with particularly clear legal and social definitions in the South." Patterns and standards of education have fitted or been fitted into this system, which determines prescribed limitations for majority and minority behavior alike. Whatever its substantive content or individual accomplishment, then, Negro education is apt to be a pathological function of the caste system, and is so when "it is used as an instrument of social control designed by the dominant group to 'keep the Negro in his place,' " or when vocational training for Negroes is designed or operates "to steer the Negro into the lower income brackets of the economic system," and even when under the formula of "equal but separate," the attempt to make the Negro college "a respectable copy of the white college" results in a "slavish imitation of prevailing educational patterns" and not "in an education designed to meet the needs of the Negro as a Negro in American society." The latter objective commits the Negro college to playing "an active, though subsidiary part in opposing and transforming the caste system" and destines it to become a pioneer, experimental effort which "as a by-product may render a wider service to higher education in general in the performance of its social function."

Dr. Gallagher thinks that the Negro college must become what he calls a "functional college," implementing democracy by the successful discharge of its social purpose. He hints that, although it must have the right and courage to be non-traditional, the differences of the Negro college are "matters of addition, not of subtraction" and that by the very necessity and urgencies of its own particular problems, the education of the Negro minority must come into the forefront of progressive educational effort and take advance alignment with general educational and social reform.

Howard University ALAIN LOCKE

Preparation for Adventure

ON GOING TO COLLEGE: A SYMPOSIUM. Oxford University Press. 298 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THERE is today a growing library of books on vocational training, an increasing emphasis on vocational guidance and on shaping a college course toward vocational ends. The boy looking forward to an engineering career, for example, finds art, literature, history, languages crowded out of his undergraduate years, or badly cramped to make room for the mathematics and physics of his "pre-professional course." The real goal of this sort of program is not, "How can I get an education?" but "How can I make money—in a hurry?"

Here is another sort of guidance, a book written primarily for college and university freshmen who are "at the moment at any rate endeavoring to gain a liberal and humane education." The thirteen chapters, each written by a distinguished American scholar, seek to define and illuminate the main fields of learning as they are fenced off on the American campus. Though they differ somewhat in approach, and greatly in style, the fact that Edward Kennard Rand of Harvard writes on the classics, Irwin Edman of Columbia on philosophy, Wallace Notestein of Yale on history, Clarence Ward of Oberlin on the fine arts (to choose a few names at random) is guarantee that the several sections are written with scholarly competence and broad outlook.

This warm and civilized book should be required reading for secondary school seniors, college freshmen, their parents and teachers. But with it should go a word of warning to the eager freshman lest he dream of actually working under such scholars as these. Large classes, inexperienced instructors, mediocre elderly lecturers, are "good enough for freshmen" in the estimate of most colleges. Only as junior or senior may the student aspire to the high adventure of exploring with a true scholar his own field of learning and enthusiasm. And here, rather than through the choice of courses, he is likely to find himself on the high road to "humane and liberal education."

BEULAH AMIDON

Where Life Breaks Down

SLUMS OF NEW YORK, by Harry Manuel Schulman. Albert and Charles Boni. 394 pp. Price $3 postpaid of *Survey Midmonthly*.

THIS study of life in the New York slums was conducted under the auspices of the Rotary Club of that city. Employing both "candid camera" shots and panoramas, it gives ample evidence, as have other recent studies, that social scientists are no amateur photographers when it comes to reproducing segments of community life.

Section One describes four typical slum streets called Tyler, representing an "old-world community"; Fleet, "a crossroad of the Orient and Occident"; Parnell, "an old slum"; and Palm, illustrating "a conflict of cultures."

Section Two, a revelation of family and child life in these streets, is based on studies of some 800 families and contrasts their lot during prosperity, when the study was started, with their condition during the depression five years later. Sicilians, Italians, Jews, Czechs and Negroes are seen as both "translated populations" and as individuals struggling for existence in disintegrated areas.

In the final chapter, the survey committee of the Rotary Club presents its

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own conclusions under the caption Economics: Physical and Cultural. The school is seen as offering the greatest hope for counteracting the destructive forces of the slum. We are warned against placing too much faith in slum clearance and new housing and reminded that re-education is the fundamental approach. While the warning is not amiss since we are so enamoured of brick and mortar, it is well to point out that a theory which conceives of education as the most important factor is open to the same criticism as that which considers brick and mortar as paramount. Community reconstruction, like individual rehabilitation, must comprehend all the factors which contributed to the original breakdown.

The conclusions fail to comprehend the full implications of the data which suggest more fundamental defects than are found in the school or any other social institution, as such. Much of the difficulty we experience in "lifting the mass of the disinherited to a more tolerable level" lies in us; in our attitudes, our false sense of values, our convictions about what is really essential. We forget too readily that *we* are the "Home," the "School" and the "Church," and that consequently there can be no change in them except as we change.

Students of community organization, delinquency, housing and research will find this book stimulating and useful. Researchers will be interested particularly in the chapter wherein the author describes in some detail the techniques of the study. LEONARD W. MAYO
Welfare Council of New York City

Background of History

THE CHILD AND THE STATE. Vol. I. LEGAL STATUS IN THE FAMILY: APPRENTICESHIP AND CHILD LABOR. 679 pp. Price $2.50; Vol. II. THE DEPENDENT AND THE DELINQUENT CHILD. 701 pp. Price $2.50; by Grace Abbott, University of Chicago Press. Prices postpaid of *Survey Midmonthly.*

THESE two volumes are a collection of original documents and source material from the late eighteenth century to the present time which give a realistic picture of family relationships, the role of children in industrial development and the effects of changing society upon children. In the words of the contemporary officials, judges, factory inspectors, and others who dealt with these problems at firsthand, accounts are given of the conditions that called for remedial action, of the measures taken, and of the long struggle to replace the first clumsy control devices with higher standards and more effective administration. Miss Abbott's editorial notes tie together the various excerpts with a narrative thread and a critical review from the standpoint of the administrator. The result is a notable contribution to social history, rich in information for those dealing with these particular problems and packed with suggestions for students, administrators and historians concerned with other phases of labor or social legislation. CLARA M. BEYER
U. S. Department of Labor
Washington, D. C.

A Needed Textbook

INDUSTRIAL HYGIENE: A HANDBOOK OF HYGIENE AND TOXICOLOGY FOR ENGINEERS AND PLANT MANAGERS, by Lawrence B. Chenoweth, M.D. and Willard Machle, M.D. With a foreword by Herman Schneider. Crofts. 235 pp. Price $2 postpaid of *Survey Midmonthly.*

DESIGNED for laymen concerned with the management of industry, primarily engineers, foremen and superintendents, this book was really called into being by the need for a textbook for students in the College of Engineering and Commerce of the University of Cincinnati. It fills such a need admirably, starting with a short history of the beginnings and growth of industrial hygiene, and going on to workmen's compensation and industrial accidents with a good summary of laws for reference. The chapter on fatigue is good and practical; the one on the dust diseases and on protective masks and helmets especially valuable.

The authors wisely refuse to say that health services pay for themselves. This is difficult to prove in most cases and the humanitarian argument is really the deciding factor. It is gratifying also to find

them advising against rejection of the handicapped. On first-aid they take a stand unusual in this country. In England, an effort is made to give some training in first-aid to as many as possible of the population, and every establishment employing twenty-five workers must have one trained employe. In this country physicians have long discouraged first-aid treatment, holding that it would mean unskilled meddling and loss of time in sending for a physician. However, as the authors point out, somebody is sure to take charge until the doctor arrives and it had better be a man partly trained.

The chapters on occupational diseases are less clear and simple in language than those on engineering and general supervision. Not only is the language very technical, but one misses concrete examples to illustrate the action of various poisons. The chapter on chlorinated hydrocarbons might indicate which are to be preferred as degreasers or dry cleaners, an important practical question. In this country we are more accustomed to giving air concentration in terms of part per million, rather than milligrams per liter. On the other hand, one must congratulate the authors on their handling of those controversial subjects, industrial neuroses and malingering.

ALICE HAMILTON, M.D.
Hadlyme, Conn.

Through Doctors' Eyes

THE TROUBLED MIND: A GENERAL ACCOUNT OF THE HUMAN MIND, AND ITS DISORDERS AND THEIR REMEDIES, by Harry Roberts, with chapters on the insanities, by Margaret Nelson Jackson. Dutton. 284 pp. Price $2 postpaid of *Survey Midmonthly*.

IN simple language the authors express their views concerning mental processes and mental disorders with related factors and processes. The outlook is that of the general practitioner and the medical officer of a hospital devoted to the care of mental abnormals. The combined efforts are well unified, presented in readable form. Frankly, though conservatively, they offer a clear and critical exposition of mental activity under the stress of complexes, conflicts and cultural impacts.

IRA S. WILE, M.D.
New York

Those "Ole Debbils," Foundations

MONEY TO BURN, by Horace Coon. Longmans. 352 pp. Price $3 postpaid of *Survey Midmonthly*.

APPARENTLY written by a young man of the popular muckraking school, "Money to Burn" is a somewhat highly colored criticism of the great philanthropic foundations. The author has culled from annual reports and other publications of these foundations statistical items of interest which are available to any patron of a public library. He also presents pages of names of the most brilliant educators, scientists, and successful business and professional men of America who are trustees of the foundations. He hints that there is something sinister about putting these able men in control of the great fortunes dedicated by their owners to philanthropy; suggests that there is something distinctly evil in interlocking directorates, even among the several foundations set up by one family or group; implies that the federal government should step in and put some of its bright young bureaucrats or other worthy politicians to work at managing the foundations.

Mr. Coon especially holds up to scorn the Carnegie Endowment for International Peace. He relates with considerable glee his exploit in carrying around in Central America a newspaper clipping sent to him by his mother, which represented David P. Barrows, of the University of California, as a big stick imperialist. Mr. Barrows was in Central America as a good will emissary from the Carnegie peace foundation. "As I was just one jump ahead of Barrows I gave the reporters his complete record," says Mr. Coon.

Donors of foundation funds, now numbering something over two hundred in this country, are dismissed as shrewd tax dodgers, mainly motivated by personal vanity.

I myself recently made an intensive study of foundations. I can see no warrant for the implications in this book that

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their grants influence recipients in the realm of science, education, business or politics. On the contrary it is my conviction, based upon unbiased study, that the foundations, because they are free from governmental control, can pursue long range policies; can (and do) secure the most able volunteers in the country as trustees; can encourage research and other productive, creative activities by reason of their detachment from local and changing controls. Their great contributions to progress in this century can scarcely be overestimated. "Money to Burn" proposes that the foundations be investigated, controlled, perhaps outlawed. But to what end?

IRENE HAZARD GERLINGER

Portland, Ore.

Very, Very British

PUBLIC HEALTH SERVICES, by Norman Wilson. Wm. Hodge & Co., Ltd., London. 243 pp. Price 7/6 net. Order direct.

THE author, M. A., Dipl. P. A., of the Medical Officer's Department in Birkenhead, England, is concerned but restrained about the present condition of such public health services as "Toddlers' Clinics," "Weighing Centers for Infants," "Feeding Stations for Working-Class Mothers," "Antenatal Mission Hall Clinics," and so on.

While appreciative of Mr. Wilson's nice measure of British reserve in handling the intimate phases of these important health services, I believe the American reader will be disappointed in the author's failure to follow through on such interesting subjects as "the art of raising the status of municipal midwifery" in the Borough of Bootle, or "the antenatal schemes" in Merthyr Tydfil, or "the unpleasant personal habits of the child who lies and pilfers." Mr. Wilson has a most disconcerting way of sidling up to a subject only to back away as soon as it promises to be a bit fruity. While he does tell enough to convince us that a live treatment of the public health services in Tyneside, Smethwick, Wallasey, Southend-on-Sea, and Dewsbury would interest us, it must be confessed, after reading the 243 pages of his book, that he gets nowhere rather tediously. Perhaps though the problems require a Dickens—or a Wodehouse.

JOSEPHINE STRODE

Basis for Study

PROBLEMS IN SOCIAL GROUP WORK, edited by Walter L. Stone. Informal Education Service. 91 pp. Price $1 postpaid of *Survey Midmonthly*.

IN this compact offset pamphlet fifteen persons, including Emory S. Bogardus, Everett W. DuVall, Raymond A. Hoyer, Clara A. Kaiser and Eduard C. Lindeman, and several study groups have contributed brief statements, questions and bibliographical references as a basis for the study and discussion of informal group education.

CHARLES E. HENDRY

New York

Aggregation of Data

INCOME AND CONSUMPTION, by Roland S. Vaile and Helen G. Canoyer. Holt. 394 pp. Price $2.25 postpaid of *Survey Midmonthly*.

THE basic theme of this text appears to be that to increase consumption it is first necessary to increase production. Production should be forthcoming under technological combinations of optimum method or least cost. In the long run, production, income and consumption tend to be one and the same. The distribution of a nation's income as between individuals is basically a function of two major forces: ". . . those associated with differences in the capability of individuals, and those associated with the differences in opportunities that are presented to individuals." Production (or income) and consumption are very complex social, political, psychological and economic phenomena; hence the wide variety of charts and tables to illustrate the general thesis.

Sandwiched between pages of text are fifty-one charts and sixty-one tables, obtained from numerous sources. Some of the charts should properly bewilder the "general reader." In the judgment of this reviewer, more appreciable significance in the literature on consumer problems would have been achieved if the included data had been more forcefully intercorrelated.

This book, one of the University of Minnesota's American General Education Series, reflects the possibly inevitable confusion that results when too earnest an assault on the ignorance of the general reader is attempted. While the depths of his ignorance may be abysmal they are not to be converted into towers of intelligence by the aggregation of data. The data, while no doubt interesting even to the "general reader," probably will bear for him a net significance of amazing complexity. However, the "general reader" who applies himself with the (voluntary or required) concentration of a college student of economics may be able to integrate such data into a structure which can resist or support stresses and strains.

MARIUS FARIOLETTI

Catholic University of America

Life in a Great City

METROPOLIS: A STUDY OF URBAN COMMUNITIES, by Howard B. Woolston, Ph.D. Appleton-Century. 325 pp. Price $2.75 postpaid of *Survey Midmonthly*.

THE author, professor of sociology at the University of Washington, has constructed a source book on various aspects of urban life. In brief outline, he reviews each of the following subjects, especially as it affects, or is affected by, the growth of cities: housing; business

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including commerce, manufacture and labor; government and politics; police, fire and health services; public service including public works, public utilities, public control; municipal finance; social organizations and recreation; "uplift" (education and religion); poverty and relief; crime and punishment. All these are fitted at the beginning of the book into a general sociological setting, giving a description of the physical bases for cities, their origin and development, the composition of the people in them, and the ways in which individuals and families adapt themselves psychologically to city living. Finally, there is a brief analysis of trends in the development of cities.

Professor Woolston concludes, almost in these words: that cities have made notable contributions in technology, art and administration; that their influence on fertility, health and morals is dubious; that apparently urban life stimulates the nerves, quickens the mind and mobilizes the judgment; that interests of city dwellers are specialized, institutions grow formal and hence integration of efforts becomes difficult; that men have not learned to control such huge aggregations as cities.

The work is elemental, for use presumably in college classes. Since it deals largely with cities in the United States, the reader would welcome a more adequate analysis of the social and industrial developments out of which these cities grew. He is led by the title to look for more than he finds about cities as a whole and for more of an analysis of the place of the neighborhood within the city. Likewise some treatment of the whole subject of regionalism in relation to cities might be expected in such a text.

The author's point of view is progressive on economically non-controversial issues, such as city planning. In most cases when there is outstanding conflict of opinion both (or all) sides are treated, but little is said that is critical of the capitalistic industrial order and its causal relation to the darker aspects of the urban picture.

The book contains a great deal of authoritative information arranged in a way to be practically helpful, especially to college teachers.

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